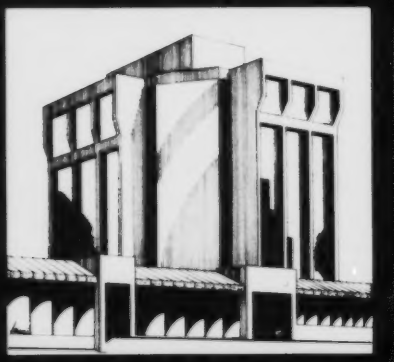
Research Leaders in Policing: Symposium Proceedings



Canadian Police College

Edited by Donald J. Loree

Canada

RESEARCH LEADERS IN POLICING:

SYMPOSIUM PROCEEDINGS

Edited by

Donald J. Loree
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Canadian Police College

The Canadian Police College

A Canadian Police Service of
The Royal Canadian Mounted Police

Distributed by
Research and Program Development Branch
Canadian Police College

90-00220/

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RCMP GRC

Published by:

Canadian Police College
P.O. Box 8900
Ottawa, Canada
K1G 3J2

© Minister of Supply and Services Canada (1989)

Également disponible en français sous le titre Actes du colloque sur la recherche de pointe en science policière.

Canadian Cataloguing in Publication Data

Main entry under title:

Research leaders in policing : symposium proceedings

ISBN 0-662-17010-5
DSS cat. no. JS66-10/1988E

1. Police -- Research -- Canada -- Congresses.
2. Police administration -- Research -- Canada -- Congresses. I. Loree, Donald J. II. Canadian Police College.

HV8157.R47 1989 363.2'07'2071 C89-097095-5

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INTRODUCTION

The idea of holding a symposium on research in policing arose from a discussion among a number of researchers working in different environments - one with a police department, one a university professor, and one with a government agency. In the process of considering some current police research topics and concerns from different perspectives, it became clear that much could be gained by some more formal process of dialogue and information exchange between these three separate but overlapping worlds. It was clear that while research by and with police departments in Canada was growing, it generally was still in a state of relative adolescence. Moreover, where research was being conducted, it was often done in relative isolation and the results known perhaps only among the members of small networks or those attending courses and workshops at the Canadian Police College.

Fairly early on in the planning process, it was decided that this should not be merely another of those ubiquitous gatherings at which everyone sits, listens to a few speakers, makes a few polite noises and then returns home. Rather, everyone invited to participate in this symposium was required to play an active role in the proceedings: as a speaker on a panel, as a panel discussant, and so on. This in effect forced each participant to think about the issues in advance and, if they were speaking, to prepare a talk in a particular area of expertise or knowledge.

All panel speakers were asked to provide a brief precis of their remarks. Those making major presentations were asked for longer papers. Most complied willingly and the results, after some editing, are found in this volume. The reader may find these proceedings to be rather eclectic. However, as such they do cover a major part of the range of activities in which police research is involved and many issues in which police research is needed. Policing itself is an eclectic activity.

The symposium had four general purposes. First, we wished to present and consider some current examples of research in policing involving a number of disciplines: sociology, psychology, political science, business administration, criminology, urban planning, and so on. In this way, we hoped to heighten awareness among both researchers and senior police managers of the type, range and scope of research now being conducted by police departments, and academic and government researchers, across Canada.

Second, we hoped to promote and encourage communication between senior police executives and researchers in various disciplines. All too frequently stereotypes and myths get in the way of possibly mutually beneficial cooperation. Through a gathering such as this, some of the misunderstandings and barriers to communication might be alleviated and the respective interests and

positions of all parties better understood. In the long run, all parties have much to gain from understanding and cooperation.

Third, we wished to encourage sound, scientifically based police research in Canada. If the results of research in any form are to stand up to close scrutiny; if they are to be useful in planning; and if they are to provide any form of valid assessment of present and future activity; then it is essential that basic scientific principles be applied. Police, like any other institution, can fall prey to sloppy, inadequate or merely self-serving work which is not only inadequate in itself, but also affects all other research by association. By discussing these issues and their implications in a forum such as this, the broad state of police research in Canada can be advanced considerably.

Lastly, but perhaps most importantly, we wished to look to the future; to attempt to identify and discuss areas in which needs and demands for research were growing. Any institution that focuses on the present and ignores the future, whether by design or by neglect, will have problems in dealing with the changing nature of society and social relationships. In order to get beyond this, and hence permit better future planning, it seems important not only to have a broad grasp on the present, but also on the implications of the present for the future. In this context, it is also important to consider society, and police research, in as wide a framework as possible. Policing neither exists nor functions in isolation and it's relationships with other institutions and social structures beg greater knowledge and understanding. We therefore sought to identify areas in which research should be undertaken to this end.

Looking back on the symposium, it is apparent that these purposes were, by and large, fulfilled. While no specific menu or agenda for action came forth, none was anticipated. However, the lines of communication were opened considerably between all three worlds and there is considerable promise of much greater cooperation among them. At the very least, there is a much greater sense of understanding of what research involves and how different parties view the process. To some extent, the symposium involved the converted or potential converts. However, it is hoped that this number will grow as participants talk to their colleagues in their various constituencies. It is also hoped, as many mentioned, that those present will begin to look for, allocate, and even demand more funds for essential police research. The state of an institution is only as sound as the foundation upon which it is based. Where that foundation consists of knowledge, as in this case, support for research to expand it, on a continuing basis, is essential for the well being of the institution.

Donald J. Loree
Research and Program
Development Branch
Canadian Police College

OPENING REMARKS

Superintendent J.D. Walker
Canadian Police College

Good morning. Welcome to Ottawa and in particular to the Canadian Police College and this Research Leaders in Policing Symposium - a first for Canada. I know that most of you have been associated with the College in one way or another over the years but I see one or two new faces in the group here so I look forward to meeting you personally over the next couple of days.

Don Loree approached me several months ago and asked if I would deliver these opening remarks. Since he hasn't changed his mind, here I am. I'm not sure what his underlying objectives were in selecting me for this task but I can tell you it has provided some focus for an interest I had expressed some time ago. The interest, of course, is in the whole area of police research.

I have become a "consumer" of police research more and more lately but perhaps even more important than my own personal consumer stance is the obvious relationship the College itself has to police research. Students here are voracious consumers. My hope is that they would not only maintain this but that they would go a step further and become initiators of research projects; indeed researchers themselves.

There seems to be such a dearth of Canadian oriented and Canadian originated police research material. This is, of course, relative to the abundance of articles we see from the U.S. or the U.K. In preparation for these opening remarks, I pored over much research material and I think it might be fair to say that Canadian police are still in the infancy stage but developing rapidly. The motivation is strong and we are flexing and stretching our capabilities even further.

The theme of diminishing budgets or at least the tightening of budgets is a topical issue. The same cost cutting approaches are no longer satisfying to us as managers or to those from whom we receive our financial mandates.

New initiatives, new entry points, new windows are sought and through these, new answers and new applications may be forthcoming. In our research for these new windows, old mental outlooks, which have impeded research, have to be changed.

How often have you picked up an article on police research and read about problems of communication between researchers and police management? I read about it all the time. Please reflect momentarily on the composition of this symposium. Is this not an obvious antidote for the communication problem?

I'm here to say, with as loud a voice as possible, we are building bridges for this gap. Symposia such as this should be viewed, if not as landmarks, at least as strong building blocks toward achieving more harmony and understanding in research objectives.

As a member of the police fraternity and in particular the Canadian Police College, I am proud to be a member of this vanguard symposium. It really is exciting and I hope of some compensation for those of you who have put considerable time and personal effort toward these goals. I for one appreciate your contributions.

On a broader perspective, I anticipate the gaps or differences between the points of view vis à vis research, held by chiefs of police or police management, researchers or managers of research programs, and government funding principals will be lessened. Perhaps it is that level of middle ground understanding, the marrying up or dovetailing, so to speak, that we can accomplish in this symposium.

The future of research in policing can be advanced by us. We are the players. I would like you to reflect on the words of Milton when he spoke of the difficulties in fighting or pursuing 'truth'. I have chosen to make an analogy to suit what I perceive as our legitimate objectives in pursuing police research.

> "I cannot praise a fugitive and cloistered virtue, unexercised and unbreathed, that never sallies out and sees her adversary, but slinks out of the race, where that immortal garland is to be run for, not without dust and heat."

The analogy holds in our approach to attacking the research problem, particularly the reference to dust and heat. You may each, I'm sure, have your own dust and heat stories.

I'm totally confident and committed to our collective and individual efforts and am convinced that they are worthwhile. For the future, I look forward to gains in the whole area of Canadian research activity and dissemination of results, and hope that this forum may provide some incentives. Thank you for your willingness to share an opportunity for me to share my thoughts with you.

POLICE MANAGEMENT: THE PAST TWENTY YEARS AND THE NEXT TWENTY

Robert F. Lunney
Commissioner of Protection, Parks and Culture
Winnipeg, Manitoba

A friend once said that all managers could be subdivided into three types: architects; builders; and maintenance men, and that most of the ills of organizational life could be attributed to the fact that we have too many maintenance men filling positions requiring architects and builders. All of my career as a manager and leader I have envisioned myself partly as an architect but mostly as a builder. Consequently I have occupied most of my efforts towards planning and developing and honestly never spend much time going back to inspect structures and systems of past projects to see how they are standing up. After accepting this invitation to speak on "Police Management: the Past Twenty Years and the Next Twenty", I realized with slowly developing consternation that the task would require soul searching and some critical self evaluation; for my peers and I are responsible for whatever legacy derives from the score of years commencing 1967.

THE PAST TWENTY YEARS

The demarcation year 1967 was Canada's centennial year. My generation of fledgling police managers was just emerging into roles of marginal influence. We were the product of internal cultures where the norms were: rigidity of thought and structure; expectations of loyalty; observance of traditional patterns of behavior; discipline and the expectation of conformity. Our organizations were enforcement oriented. It was essentially a "one-front" mentality. That is not to say the system had no merit. For one thing, there were remarkable standards of civility. The norms for personal behavior were: tact and good manners; a cheerful and equitable temperament; emotional stability; acceptance of responsibility and the requirement to put service ahead of self. This definition was published in the RCMP officer's handbook of the day under the heading: Discipline and Morale.

> "Discipline is the result of training and morale. Sound discipline comes of volition. The fundamental ingredient of discipline is loyalty - a willing and voluntary compliance of the plans and the will of the leader. It is the will and desire to implement the intent of the leader."

I also recall reading the benevolent prose of one senior officer "Leave is for the purpose of resting men for further service."

Thoroughly imbued with this tradition of steely intent, discipline and courtly manners that conquered the plains, coped with the depression, endured a world war, and survived difficult post war economic fluctuations; but poorly prepared with the requisite skills and vision to deal with the new order to things, my generation of junior bosses found itself suddenly coping with the boisterous ranks of the baby boomers intent upon revolution, self fulfillment, instant gratification and mind altering drugs. It was a time also of innocence and optimism. Remember the promise of "The Greening of America?" Reflecting the ambivalence of society, our police organizations reacted both with protective and suppressive tactics while internally paralleling environmental change with an intellectual awakening of our own. University training programs for police officers were given real impetus; police colleges and college courses on law enforcement came into vogue. Educational standards for police recruits were raised and a new future orientation began to emerge at the senior levels of police departments.

Despite this promise of renaissance on the streets and in the squad rooms, there were no easy paths. The police were a clearly identified target for anti-establishment sentiments, respect for authority was out of style and law enforcement officers were "pigs". In the squad room, too, respect for authority slackened and willful behaviour and obdurate attitudes were not uncommon. The supervisors fell back in bewilderment and the managers just hung on. In the 1970's, often times, the measurement of success was just to keep things going, never mind make progress.

Technology came to our aid. Computer based information and control systems offered better data for decision making at more timely intervals. Radio equipment improved significantly and made possible better service to the public. The "instant cop", on line with his information source suddenly became reality. Towards the end of the second decade, national and regional automated finger-print information systems were boosting the efficiency of crime scene investigations by ten and even twenty percent and the role of the computer in crime analysis finally came into focus. Private security agencies began to offer a new cost effective, low level protective service to business which complemented the public police.

In this flux of issues, the process of liberal-oriented law reform and constitutional change culminated in a Charter of Rights and Freedoms for Canada. Police were presented with more needs for adjustment, education and increased sophistication. Too painfully aware of some of the adverse effects of judicial decisions in the United States which reduced police powers to investigate crime and gather evidence, Canadian police leaders publicly opposed some elements of the legal rights clauses of the Charter. Our arguments and dire predictions were met with skepticism and the provisions passed into law. The police learned some valuable lessons about

political influence: that the police must enjoin allies in purpose and involve the public.

Police associations and unions made great strides within the past twenty years, succeeding in raising wages and improving benefits for their membership. To the consternation of police managers, the associations also succeeded in gaining inroads into management prerogatives; conditions of work issues being extended to cover resource allocation, promotion and other vital managerial tools. Too often, these concessions were given up by arbitration boards, appointed commissions or elected officials in a mood of short term expediency without any real concern for the impact on police effectiveness and efficiency. The past two decades were also marked by notable and usually disastrous instances of police strikes: distasteful episodes to the dedicated police manager.

Finally, towards the latter part of the 1970's and early 1980's stability began to return to the police officer's world. The baby boom generation matured as young adults, the social security network sustained Canada through the difficulties of boom and recession and a new self-help ethic became discernible through a resurgence of voluntarism and independence at the grass roots level of society. A new generation of school-smart realists began to appear at police recruiting offices. In the recession of the early 1980's, the final test of the two-decade period required police managers to deal with the effects of declining government resources and the urging to "work smarter" and "do more with less." Short term freezes and austerity programs were replaced with cut-back management tactics. The spectre of layoffs became a reality for some forces and a new and painful experience for this generation of police managers. For some of us that traumatic experience marked our final confirmation as managers and leaders.

To sum up, the past twenty years were turbulent and difficult. Much of the time we merely coped. Some of the time, it was the best that could be done. We endured, and when times changed and a semblance of order and good fortune returned, we found ourselves tested, tougher minded, more knowledgeable and blessed with a cadre of following police leaders potentially more able and waiting only the finishing touch of personal command.

THE NEXT TWENTY YEARS

The Premise

A wise man said, "I am passionately interested in the future because I intend to live there." So do we all. The police manager of the next twenty years, the remnants of the transitional generation and the new generation now assuming command, is facing a variety of alternative futures, some of them positive and optimistic and some of dismal portent. In order to establish the context for our review of the next twenty years, I ask first that you

accept the premise of McLuhan's "Global Village" in which all events in the world are interrelated and no society or national entity will be untouched by conditions or movements, political, economic or technological, affecting mankind on this planet. We are already experiencing a global economy and the stress of competition for wealth and power on a world wide stage. Political interdependence has been manifest since the advent of the nuclear age. Canadian police are painfully aware that good conditions for opium crops half a world away have a direct bearing on violent crime on our own streets six months to a year later, and that grave political differences in foreign lands can result in death in Canadian cities and skies. In addition, I am applying the assumption that there will be no catastrophic world war and that while economic fluctuations may be comprised of wide and sudden variations, the economic system will continue to function.

There are several wild card influences with the potential for impact. If the effect of the AIDS epidemic is as serious as some predict, some societies and nations may be severely disrupted by population loss and the forced transference of massive resources to health care. The national productivity rate and competitive vitality of a nation may be adversely affected. Those nations which have insulated themselves through the discipline of epidemic prevention and even measures of social control may escape the worst effects, enabling them to achieve an economic advantage over those who merely treat the symptoms. It would not be the first time in history that disease has brought about the decline of nations and societies. This is but one of the uncertainties to ponder. One could also speculate on the influence of changing world climatic conditions upon the fortunes of nations, including Canada. Despite the possibility of these relatively drastic influences upon the long term, my underlying premise for the future is that events will be governed within the context of continuity of world civilization as we know it.

Let us consider now some alternative futures and later project into them the role of the police and the police manager. On a continental scale and in prospect of the declining influence of North America on the world global economy, futurists warn of a tendency towards deepening class distinctions resulting from the concentration of wealth in the hands of a select few. This will, it is argued, be accompanied by the demise of the broad middle class, to be replaced by a narrow class of professionals, facilitators and technologists, and leaving as dross an underclass of permanently impoverished people. The latter will experience no permanence of employment, will subsist on low wages and government welfare and will find it increasingly difficult to aspire upward by virtue of deficiencies in education and opportunity. The triple threats of violent crime, massive public disturbances and increasing recourse to drugs and alcohol accompany this scenario. This dismal vision of the future follows from the social discontinuities of the present: the breakdown of the traditional family;

the disappearance of many permanent jobs to be replaced by temporary or part time jobs; instability of residence under pressure of economic forces which destroy the sense of community; and the continuing destructive effects of alcohol and drugs.

On the opposing scale of alternative futures is the proposition that North America will compete most successfully with the rest of the world and will sustain dominance during the next twenty years. While world wide economic competition will not permit the emergence of the leisure society predicted in the 1960's and 1970's, North America will work harder and with greater ingenuity. Stress symptoms will be painful adjustments on the road to a high tech future in which educational levels will rise as a result of the explosion of knowledge and the means of communication. Appropriately expanding social assistance programs will bridge the gap. People will accommodate to a redefined structural concept of the family or affinity group, and adapt readily to employment and career changes. Positive morale, self-help and improved standards of mental health will offset the need for opiates.

The Justice System

The choices and outcomes are not likely to be that clearly delineated but they are useful bookend scenarios for alternative futures. Some conditions may be common to either prediction. For the criminal justice system, regarded until now as the major theatre for police activity, I predict a steady decline in relevance and influence. The legal profession which assumed control of the institutions of justice, mainly the courts, has gone so far down the road of legalism and obsession with process that it is already evident the public are losing confidence. The average citizen finds the developing web of laws, judgments and procedures so complex as to be incomprehensible and producing results in which the public can find no sense. As we travel further into an era that will be notable for manifestations of increasing individuality, more people are apt to decide that the purported justice system is in reality only a legal system that has little relevance for them. At that point, all manner of active and passive civil disobedience could result. The scofflaw attitude of thousands of Canadians in relation to outstanding traffic warrants is evidence of a growing refusal to comply with court orders, and there are notable recent examples of individual and collective non compliance with civil court orders.

Only a saving grace arising from public pressure and insightful reflection from influential members of the legal profession can avert the decline of the justice system as we know it. The remedies lie in restoration of the proposition that the protection of society is paramount, that justice should be done, that substance should take precedence over procedure and that effectiveness should be measured in terms of the probability of detection of offenders; the shortness of the interval between arrest and trial;

and the certainty of any punishment imposed thereafter. While restoration of the traditional role of the justice system is the outcome I would prefer, my observation is that the legal profession will confirm its disposition to play at legalism and, by default of responsibility and refusal to adapt, society will gradually remove many issues from the purview of the criminal courts. Increasingly, what we now regard as minor crimes and public nuisance offences, (which happen to be the matters which directly affect the vast majority of citizens) will be dealt with through quasi-judicial and civil proceedings by methods such as litigation, referral to appointed bodies and other means of diversion and mediation. By reason of ineffectual performance and high social and economic costs, penal remedies for less serious crime will gradually be abandoned to be replaced by administrative sanctions, loss of civil privilege and punishment oriented public service work options. J.K. Galbraith said "anticipate change or be its victim". The current prominence of Canadian courts attendant to the interpretation of the Charter is but a passing effect. The dominating influence of the criminal courts will become as passé as the wigs and gowns which the legal profession cling to as evidence of their disinclination to adapt.

By contrast, the police have an important, even pivitol role to play in making and molding the future of this country, but only if enlightened management possesses the foresight and skill to make it so. The fight against violent crime and the predators who would deprive honest citizens of their property will remain a major role for law enforcement regardless of which future scenario prevails, and the investigation of serious offences and the apprehension of suspects must be done ever more effectively and efficiently. There must be a concerted effort directed towards the management of patrol operations, criminal investigations and crime analysis. Experimentation with tactics such as the targetting of career criminals will become normal practise and always the emphasis will be on imagination, productivity and results.

The next twenty years will see a significant increase in business-oriented crime. Police will require specialized professional expertise from outside their own ranks to deal with this threat. Criminal syndicates, many of them oriented to ethnic and international interests, will serve as carriers for political terrorism and violence used in the criminal pursuit of wealth and power. Large scale drug trafficking will continue throughout this period and drug abuse will be a prevalent factor in most world societies during the next twenty years. The threat and occasional outbreak of violent civil disturbances will remain a feature of Canadian cities. Ordinary hooliganism, labour disputes or political protest, will challenge police to refine order maintenance tactics.

Police forces will become increasingly more proficient and professional in character. The latest information technology will

pervade every facet of operation and change the structures and systems of management. The predominant managerial style will be "hands on" in character. Decentralized decision-making will be normal and, while the traditional chain of command will be preserved for effectiveness' sake, the organizational structures will be flatter with broad spans of control. The influence of information technology and community based policing will be the prime reason for these adjustments. Police executives would be well advised to take preemptory steps to eliminate a significant percentage of redundant mid management positions now, for in the informational age an overburden of mid managers rendered obsolete by technology can represent an obstruction to internal communication and progress. Police recruiting standards will become more discriminatory in terms of education and skills and more sophisticated psychological testing will assist in selecting those possessed in greatest measure of an understanding of human behavior and the appropriate personal values required for the mix of regulatory and moderating tasks required of police.

Acting in concert with his community and governing body, the police manager will evolve, achieve internal concensus, and communicate the ethical principles adopted by the department, which will be recognized as a philosophy governing the making of all decisions and determination of policy. There will be a national code of ethics or values for good policing, collectively developed by police professionals. Increasingly, police policy will become value-driven as opposed to issue-driven.

Under this influence, the police will come to assume the role of true defenders of civil rights, upholding fundamental freedoms of conscience, religion, freedom of thought, belief, opinion and expression, freedom of peaceful assembly and freedom of association. Together with equality rights, police will protect, facilitate and nurture the enjoyment of these rights. In addition, the police will accept a responsibility to serve an exemplary role in the sustenance and improvement of standards of public civility and tolerance, qualities which have traditionally distinguished Canadian society but which recent experience proves cannot be taken for granted. Community based policing with its emphasis on problem solving will become the accepted style of operation, with law enforcement priorities and practices increasingly in harmony with those of local governments. The networking of police resources with other social agencies and protective interests will become normal practice.

Police departments will use highly developed methods for sensing the environment and for strategic planning, public information and education. Internal policies will use a sophisticated system of positive and negative reinforcement, with recognition of the street skills of moderation and mediation. The use of coercion and force will be carefully controlled and incidents differing from accepted non-violent tactics will receive detailed review and

evaluation. New technological and psychological alternatives to the use of deadly force will be given high priority. Over time, under the influence of leadership and a reorientation of the initiation process, the police culture will become more humanistic and flexible.

In the field of internal management and labour relations, police leaders will increasingly seek internally negotiated solutions, based upon consensus whenever possible. There will be an appreciation that confrontation is counter productive and that improved communication and access to information can eliminate misunderstandings on both sides.

Technology has continuing potential to be a mighty ally. The police manager of the next twenty years will have a choice of a bewildering variety of scientific and technical aids. We would be well advised in Canada to prompt now loudly and effectively for more resources for applied scientific aid, for recent decisions affecting the National Research Council discloses how keen the competition has become for scarce dollars and that police assistance programs are vulnerable. As for technology, the challenge to police managers lies in applying imagination to existing products. Our objective should be innovation and effective adaptation rather than invention. The police manager of the future must be fully computer literate with direct access to the information system.

Fundamental to the management of police forces of the future will be dependence upon computer assisted education systems for both recruit and inservice training, for not only do these systems offer consistency of communication and promise higher retention levels, their constant availability is admirably suitable to the rhythms of police work schedules. As the technology develops, the Canadian Police College may be presented a brilliant opportunity to extend its services through electronic teaching systems, and through supporting technology for the networking of new ideas and research experience. A word of warning regarding technology. John Diebold, an eminent thinker on the impact of computers on society, observed that the greatest likelihood is not that machines will begin to think like men, but that men will begin to think like machines. Managers must not abrogate to technicians their responsibility to ensure that the values of the organization are designed into its computerized systems.

Let us now consider how the police managers of the next twenty years will position their organizations. About the time I began to despair of the future of punitive justice (not because of a failure of design but because of a failure of the will to apply it) I began to focus on prevention and methods of social control more subtle and less attenuated to coercion and force. It now seems to me that if we, as a society, were committed to concentrating on upstream problems rather than dealing with effects which are beyond correction, then we would be better positioned for impact. Quoting

Machiavelli, "problems at their beginning are easy to cure but difficult to recognize, but when they are allowed to increase, become easy to recognize and difficult to cure."

Policing, at its highest level, is a form of social engineering. The enlightened police leader communicates, nurtures and nudges his constituency of interest in positive directions leading towards a state of communal betterment. Consistent with this concept, and regardless of alternative futures, I conceive of a continuance and growth of police collaboration with social agencies, educational institutions and supportive citizens in areas of public education, crime prevention, race and class relations, mediation and victim assistance. The police manager will actively and publicly support all organizations and influences for good in the community and will back up that support with the resources of his agency. While the police will remain a regulating force in crime control, they will serve an even more influential role as moderator, helping to enhance the strengths of the community. A word of caution. The role of the moderator involves working outside the neat and familiar framework of legal authority and jurisdiction. It involves assembling a constituency of support; earning the tacit approval of the community and assuming the tenuous empowerment of that freely given (and removable) mandate. The role of the moderator is laden with risk and requires moral courage. But dare we avoid it? To their credit, the police have a record of accepting responsibility beyond their legal mandate simply because things needed doing and there was no one else to do it.

A final word on prospects for the future. Within that global village of conflicting interests on the horizon is the certainty that economic competition between nations will demand greater economy and efficiency from every sector of the national economy, public as well as private. The requirement for greater productivity will grow and policing will have to demonstrate its efficiency. The times will demand still higher levels of professional management.

CONCLUSION

We have now reviewed the past, established a basic premise for the future, and considered alternative futures. We looked at the functions of crime control and its broader aspect of social control, and prognosticated upon organizational change. In closing I want to return to the role of the individual police manager - the prime agent of change. Can we as individuals make any difference in determining the future? My prediction for the future is that the times will not call forth or require great leaders - those figures on the grand scale of a Churchill or Ghandi, but will require great citizens and the exercise of exemplary citizenship. We are entering an era of distributive leadership. In the words of Albert Schweitzer:

"The renewal of civilization has nothing to do with movements which bear the character of experiences of the crowd, these are never anything but reactions to external happenings. But civilization can only revive when there shall come into being in a number of individuals a new tone of mind independent of the one prevalent among the crowd and in opposition to it, a tone of mind which will gradually win influence over the collective one and in the end determine its character. It is only an ethical movement which can rescue us from the slough of barbarism, and the ethical comes into existence only in individuals."

You may think I am indicating a need for intellectual and moral paragons. Nothing could be further from reality. In order that the police service achieve its potential and truly ensure that the best of all possible futures is obtained for the people, it requires only that the following be done: first, that executive and senior police officers be selected on the basis of integrity, character, personal commitment, intelligence and knowledge. We must have the best; and second, that every member of the leadership group exemplify these qualities in their everyday performance of duties. We must aspire to excellence in all things.

The past twenty years were difficult times for police leaders. Much of the time was spent merely holding onto standards and what progress occurred was uneven. Still it was a period when strength and determination were forged out of adversity and when we were afforded tantalizing glimpses of what could be. It was a time of transition. The next twenty years will be a different paradigm yet. In the context of a global village of conflicting interests, propelled by an explosion in knowledge and great leaps in technology with potential to change mankind in ways upon which we can only speculate, the full-automatic on-line future all lies before us. Acceptance of the opportunity to influence the future may be daunting and will take courage, commitment and perseverance. But in any circumstance, determination, effort and the application of ethical values can make a difference. We must go forward as thinkers and as doers, prepared to set standards, act on principle, speak out and take risks. That is the challenge of the next twenty years.

RESEARCH: RELATIONSHIPS AND ISSUES

Dr. Leslie W. Kennedy
Department of Sociology
University of Alberta

There are three different models that apply to the ways in which research can be undertaken. Policy analysis identifies the options that are feasible and politically acceptable. Policy-making involves programs that promote implementation of strategies. Basic research works on identifying basic concepts that relate to the policing process and its impact on the community. The choice among these different types of research can be determined by the different mandates of the sponsoring agencies. It is important that there is a clear understanding of how these different mandates work if groups are to achieve the common goal of improving policing strategies. The ways in which this can occur require speaking the same language and understanding the basis of differences that emerge between groups.

The police need outside evaluation to reinforce innovations in their organizations. However, there is a concern that the internal dynamics of the organization, including staffing needs, are addressed in any attempt at doing research. The demands of the organization often dictate the direction that the research takes.

If an outside funding agency is involved, their interests are most often directed towards monitoring the success of a program and publishing results on the implementation process. The focus in policy-making relates more to the steps taken in implementing the program and less with the viability of the program, in the first place.

University researchers, in contrast, are concerned with scientific questions dealing with the measurement of the effects of police programs on their organization and the consumers of their services. The attempt to minimize error in the instrumentation of the evaluation and the results of the study are important factors in dictating the direction that the research takes. This may come into conflict with the interests of the police who are concerned about tactical issues and the funding agencies who are concerned with implementation issues.

It is important that the groups involved in police research understand that there may be quite different interests involved in determining the problems that are posed. Talking the same language and understanding the different motivations of the different parties will make the product a more integrated perspective.

We are currently involved in a community-policing project in Edmonton which has encountered difficulties, at the beginning, in understanding the different mandates of the actors involved. We are now sharing the same language and setting direction for a useful evaluation of the implementation of this policing project.

Chief Bruce Richards
Ingersoll Police Force
Ingersoll, Ontario

The question for policing in the 80's has revolved around austerity and retrenchment measures. As police managers we are expected to perform more services with fewer resources. This seems to be a common theme conveyed from our police governing authorities. We have experienced considerable diversification of police services and are still, to a great degree, wrestling with demands, services, limited financial resources and our own perceived problems.

As a manager of a small southwestern Ontario municipal police force, I was experiencing problems with tunnel vision. This was not just my difficulty. Our governing authorities were having the same problem, but in different areas. Our force was meeting our re-active demands and giving lip service to pro-active policing. We instruct safety programs in all elementary and junior high schools, lecture the local business and commercial area through the Business Improvement Association and Chamber of Commerce, and provide the community with nineteen separate crime prevention programs.

Even though we provide all these policing services, I still felt that our community was looking for more. I thus decided to develop a questionnaire survey seeking the input of our community as to what they expect, require, and demand of their police force.

We have a community of about 9,000 people with the highest proportion of senior citizens in our county. We used the customer list from the local public utilities and devised a number scheme to randomly pick 650 customers who would receive our mailed questionnaire. We also hand delivered questionnaires to apartment buildings' mail boxes at random.

We were pleased when we received a 43 percent response to the survey. We were then faced with the dilemma of collating the data. I went to our local high school and sought the help of a grade 13 class which was studying demographics and research. They were most cooperative and our survey was used as a class project.

I not only found the results enlightening, but the comments from the students as to their interpretation were also most interesting. I knew we would adopt a policing strategy to answer the concerns identified in the survey, but I was also seeking a fresh interpretation and outlook from non-police oriented people. I feel we accomplished this goal.

We were able to learn what crimes caused the most concern so that crime prevention programs could be stressed in these areas. Our visibility program was identified as a great success. However,

more effort was required on foot patrol and citizen contact in the core area. It was also learned that our citizens wanted more traffic enforcement. These are just a few items that were identified.

We set out 1987 goals to meet the concerns of our citizens. I have found my dealings with our governing authorities to be more fruitful since we now have a handle on what the citizens want and expect and not only what the Chief or the governing authorities expect.

Dr. David Perrier
Department of Sociology
St. Mary's University

For many years police organizations worked in relative obscurity and were not the subject of interest or curiosity on the part of social scientists until the mid 1960's. Until this time, the role of science was limited to the collection, preservation of data and investigation of crime which underscored the benefits and use of science applied to other areas such as police behavior. However, social movements involving public-police confrontation triggered the curiosity of social scientists and initiated research into police conduct. At first the scope and type of research carried out had an "unmasking" type of effect in that police deviance and the reality of police work were being exposed. Unfortunately, this created an unfavorable climate for research which was fueled as well by the contempt for testing new ideas or carrying out experimental studies. The latter reason may be attributed to the nature of police personnel. Only recently have police administrators begun to realize the value of collecting data that encompasses the social and behavioral acts of law enforcers in order to comprehend and direct their own operations.

Because of the structural features of isolation and secrecy which have come to characterize the police, and the earlier efforts of social scientists to study organizational behavior and police conduct, the enforcement community has become extremely wary of the academic researcher who comes in the name of scientific inquiry. With a narrow view of what science and scientific research is or should be doing, combined with a belief that understanding can only come with experience, the police have isolated themselves from the research community. At the same time the difficulties confronting police administrators in understanding and applying the scientific enterprise and research findings to problem-solving within their own departments have until recently created a barrier between the police and research communities.

In studying rural police behavior one research technique (scientific research being a method of approach) that has proven useful in my own research is that of participant observation. There are numerous advantages afforded researchers who are able to utilize this technique relating to gaining entry, trust and establishing relationships with working members that other formal research techniques are unable to capture entirely. Gaining intimacy with the police environment through this technique allows a researcher to tap multiple dimensions of the police officer's world. The application of this technique is not without difficulty, however, and the means to utilize it are not that readily available.

Dr. Leah R. Lambert
Metropolitan Toronto Police

The location of the researchers in the organization, the relevance of studies to problem-solving and the involvement of police personnel in various stages of the research process are the most significant factors influencing acceptance of high quality research and evaluation.

In 1983, the Metropolitan Toronto Police Force established a Planning and Research Unit with responsibility for strategic planning and evaluation of new initiatives. The small unit consists of three police officers and two professionals hired from outside the Force. We work as a team, with individuals managing specific projects in accordance with personal expertise and unit priorities.

The fact that a Superintendent heads the unit, and that he reports directly to Chief, has added to the credibility of the team in the eyes of other police officers. On a more personal level my previous experience in the justice field in Ontario, my previous research and my academic credentials have added to a sense of confidence.

The range of studies we have undertaken, and subsequent efforts to implement findings, have also contributed to a relatively positive relationship with officers in the field. For example, surveys of officer attitudes towards an interim promotional process gave each police constable, sergeant and staff sergeant an opportunity to express individual perceptions and frustrations and to see changes take place as a result. Another survey of public attitudes toward the police and community safety (undertaken with federal funding) was not simply used to produce statistical reports, but primarily to stimulate planning with operational personnel for a pilot project in community policing.

A number of ad hoc projects are accepted regularly at the request of field personnel who require assistance with data analysis, advice on structuring data collection instruments or consultation with regard to specific planning problems.

All of the studies undertaken have practical implications. Many are conducted with formal or informal advisory committees of individuals responsible for implementing related programs and some have shared funding with other agencies (i.e., Sexual Assault in Toronto; Community Police Planning Project). In some instances contract staff or consultants have been used to provide assistance where internal resources are unavailable and/or the objectivity of an external professional is considered important for public acceptance.

Conducting research within a police organization is similar to carrying out this function as a part of any large public sector agency. The focus is on developing sound data bases and evaluating on-going and innovative programs. A major component of the process is interpreting the purpose, the potential benefits and the likely limitations of a given study to senior managers and operational personnel.

There is a tendency for many non-researchers to be either overly skeptical or to have unrealistic expectations that once a study is completed there will be a magic formula to offer a definitive answer or perfect solution. Involving non-researchers as advisors during the study can help them understand the process and make the final interpretations more relevant.

Another research issue common within large public service organizations relates to timeliness of results. Executives and senior managers tend to lose interest in studies which drag on, particularly when the design requires a lengthy data collection period. They may be eager to make decisions based on a small sample, or to encourage a less sophisticated design so that their immediate information needs can be met. Technology can help researchers provide on-going feedback and faster final reports, but the onus is on the individual researcher to ensure that realistic time frames are acceptable and understood when studies begin.

Publication of results does occur, particularly where an attempt has been made to determine how to meet objectives more effectively. The ultimate challenge at this stage is to explain results and assist managers in understanding the implications of recommendations to them.

COMMUNITY POLICING ISSUES:
CURRENT PROJECTS

Dr. Victor Tomovich
Department of Sociology
Brock University

Numerous problems exist in each and every community of Canada when they confront the issue of community policing. These problems consist mainly of (a) the police force structure and its past and present philosophy of its role, that is the way it is organized as a formal organization, and (b) the nature of the community itself and the degree of diversity within it.

To suggest any modification of present methods of community policing, each community and its police force needs to be studied using conceptual schemes developed in Canada, the U.S.A., and elsewhere.

There are several stages through which planning and implementation of new community policing must proceed. The police force itself has to be totally understood in terms of its past and present methods and strategies of community protection, internal role-playing, assignments and evaluation. The community has to be evaluated with respect to its values and beliefs, past history and present demographic changes and their effects on the deployment of the police force. The community's readiness to accept "a new deal" so to speak, with the law enforcing institution has to be assessed.

Only with the aforesaid, and more, can community policing alternatives be concretely suggested to both the police force leadership, the Board of Commissioners, and the public itself.

Dr. Don Clairmont
Department of Sociology
Dalhousie University

While community-based policing has been implemented in many jurisdictions and has been referred to as the new paradigm in policing style, it has rarely been implemented as a total switch in operating philosophy, fully integrated in departmental culture and structure. What makes the Halifax Police Department's (HPD) experience unique is that it represents just such a total switch and, in addition, almost a textbook case of how to proceed in instituting such a change. Certainly such a putatively profound organizational change deserves a thorough examination, a kind of detailed case study that is all too uncommon in Canada. In particular it is important to determine if the change really has been profound, how much variation there is in this regard by zone and squad and what the consequences are for officers, the police organization itself and the community. At this point in time, when

the entire city has been in community-based zone policing mode for but a few months, one can point to both positive and negative factors in considering whether and to what degree the new policing mode will take hold and generate meaningful consequences.

What especially makes this research so potentially valuable for both theory and policy is that a quite thorough first phase or baseline study has been completed. Information has been obtained on the "whys", "hows", and "whats" of the HPD innovation. An assessment of its initial pilot project in one part of the city has been written and the organizational and management facets of the program of change have been delineated. Exploratory interviews have also been conducted with over forty other officers prior to their being trained for, and participating in, community-based policing. Thus appropriate baseline data are available.

The particular theoretical and policy issues that guide the research have been detailed elsewhere. Using "Quality of Work Life" and "corporate actor" frameworks, attention is focussed particularly on internal organizational and worklife considerations such as the phases of organizational changes (i.e., effecting structural and symbolic change; making the new system work; institutionalizing the initiative; job changes, opportunities and satisfaction and the new patterns of decision-making). How the different zones deal with similar and different demands and conditions, the "front-line" constable's adjustments, NCO leadership and management's monitoring, adjustive strategies and undertakings are important research foci.

Specific research strategies include "panel" interviewing of patrol constables and NCO's, in-depth interviews with management, observational data gathering and surveying the attitudes, expectations and priorities of opinion leaders and the general public in each zone. The research is being done in close collaboration with HPD, working through a steering committee and relaying all reports initially through a liaison officer. Every effort is being made to merit the fine cooperation HPD has shown by, for example, incorporating department concerns into the content and process of the public surveys and contributing periodic descriptions of the way different segments assess the change to date.

Christopher R. Walker
Criminal Justice
Camosun College

The Victoria Police Department, in response to wide ranging community pressure, undertook, in 1987, to open five store-front police units. Each unit would be run by a single police constable assisted by a core of 40 citizen volunteers. The services provided by each community station would be primarily proactive in nature. A study was commissioned by the Canadian Police College to explore the process of establishing these stations from four perspectives: what conditions led to the need for change; what made the community police stations the chosen model of delivery; how do the stations operate; and finally, what has been the immediate impact on both the community and the department. The ultimate goal of this process will be a descriptive model of how a modern police department can implement a proactive component to its complement of traditional reactive services.

Due to the extensive time frame, from needs identification to station implementation, the study was divided into two distinct phases. Phase one, now complete, explored the first two perspectives in detail: historically identifying the conditions that led up to the need for change and discussing the rationale for selecting the Community Police Station as the activity of choice. All of the relevant planning and decision making procedures were explored and reported in some detail in this first phase.

Data was gathered in three ways. First, an extensive literature review was carried out to identify similar programs around North America and the rest of the world. Second, departmental files were examined to identify the process that led to the actual decision to implement the station concept. Third, a large number of structured interviews were carried out with community, political and police representatives to identify their individual perspectives and roles in this new initiative. The results were reported in detail and structured in such a manner that they reflected the systematic fashion in which the stations were being implemented. Because the actual stations were not then operational, a hypothetical model was proposed which would later serve as a comparative example for the data reported in the second study.

Phase two, currently underway, will complete the process with a detailed description of the actual station-model in operation, followed by an assessment of its impact on both the department and the community. The researchers have been fortunate in that the department has allowed us to participate as observers in the various stages of implementation with three of the five "store-fronts" being open by the time our work is done. In addition, we have been given full cooperation in our efforts to assess the impact of the existing stations. Structured interviews have begun with police and political personnel to measure their reactions to the

initiative, both positive and negative. A random survey of citizens in one neighbourhood is being carried out at this time to identify their reactions to the station in their area. This is being done under strict empirical conditions to ensure the findings are as valid as possible. Time permitting, we hope to carry out a similar survey in the neighbourhood served by a second station before the research termination date. The results from these surveys, plus a detailed analysis of the community station log-books will help indicate the initial responses of the community to those services being delivered from each store-front.

Our research will provide a thorough examination of the process a police department could undertake if deciding to implement a store-front operation. Both advantages and limitations will be identified along with those precautions evident from the Victoria experience. The ultimate goal is an educational resource readily available to any department considering such a proactive initiative.

Chief Blair D. Jackson
Halifax Police Department

Since 1985, the Halifax Police Department has embarked on a five year project to implement five major organizational changes within the Department which would allow us to effectively deliver Community Based Policing. These are zone deployment, computerization, case management, the constable generalist concept, and the five policing functions (response, enforcement, crime solving, prevention/referral and public consultation/education).

These changes were implemented not only to provide better present day services for the community we serve but also to realign the organization to meet the changing needs of policing, both internal and external to the organization, for the 1990's and beyond. The move towards the reorganization of our department was brought about in order to promote more effective policing in a changing society.

It has been said that, "during the 1970's, police failed to affect crime rates. Fear of crime increased. We were unable to satisfy minorities. We lost the political support of our boards and councils. Because policing became too expensive, we could not keep up with the ever increasing demands of the public." (George Kelling)

The new system calls for more citizen contact. Research has determined that personal contact reduces fear of crime and increases citizen satisfaction. The respect of the public is

regained by the police officer, morale is improved, real citizen concerns are brought forth, support of minority groups is gained and policing becomes more politically attractive.

Since crime is rooted in society, crime control is really the function of the family, the church, social services, the police, the bar, the bench and the prisons in that order. To properly combat crime, the roots of crime must be addressed. This involves the interaction of all the foregoing elements. As police, we must attempt to interact with, and influence, all these elements. Police must do more than just arrest or deter crime. They must start with the family and the very young, assisting the community to handle its problems in all areas.

Community policing is problem solving in its broadest sense. Research indicates that if charges are laid in all cases of family violence or referrals to proper social agencies are made, violence is reduced. Foot patrol strategies reduce crime. Store front strategies enhance community policing and encourage community involvement. Door-to-door visits by police give community satisfaction. Repeat calls can be eliminated. Community crime-solving programs can be effective.

Research played a very integral role in the identification, planning and development of the five major organizational changes. Our use of research was both external and internal. Most of the external sources were non-Canadian, although work done via the Solicitor General's office was helpful. The work of Chris Murphy and Chris Braiden was utilized not only in the written form but also in person as they spoke at several training sessions. Internally, we embarked on our own initiatives.

Each organizational area was examined by an in-house task force that met regularly for the last two years and, in some cases, still meet. Each task force uses the "problem oriented approach" in their examination of the issues at hand. This problem oriented approach caused our organization to develop the skills, procedures and research techniques that enabled us to make research and problem analysis an integral, continuing part of management.

Given the kinds of inquiries that were made, we soon discovered that there is no existing research model in terms of staffing or methodology that is ideally suited to meet our needs. We soon found out that, before working on a particular problem, one cannot know the exact kind of data, knowledge and expertise required for formulating effective strategies. Our own agency could not be expected to possess all the specialized knowledge that may be required. Therefore, my department has initiated a program where we are now developing our supervisors as police researchers whose skills will enable them to collect and utilize data from diverse sources. Such a supervisory staff must now work as

generalists, willing to explore all paths of inquiry regardless of initial feelings regarding the potential payoff.

This problem oriented approach to policing which we are now using in Halifax assumes that methods for dealing with a problem go well beyond the use of just the criminal justice system. Inquiries are far reaching, exploring all possible alternatives. My staff must now push for the broadest possible exploration - reaching out into the community, establishing contacts with special interest groups and citizens who have been the subject of police contact, while trying to acquire reliable information regarding some problems.

I see the role of the police researcher in the future as having the responsibility to describe accurately and completely some social phenomenon or behaviour. This aspect of the police researcher's job is akin to that of the social science researcher but, in many ways, the job is quite different. The social scientist generally seeks to narrows the focus of his or her inquiries whereas the police researcher must seek to provide breadth. The scientist often starts with a set of data and answers questions put to the data; the police researcher will have to start with questions and seek data that can be used to provide answers.

This police-related research approach we propose endeavours to provide police researchers with the means to describe complex problems cheaply and quickly. Our research approach frequently required relaxing social science standards of proof. Relaxing such standards of proof can be both complex and hazardous. There is a very thin line between the research approach we propose here and shabby or bad research. It is important, therefore, to make explicit whatever departures are made from normal rigorous scientific research and to provide detailed justifications for these departures.

Our police department and community are already feeling the effects of this partnership to which we (the department) have committed ourselves. It is our intention to pursue this partnership to its fullest while at the same time keeping a solid balance of all six policing functions. Social scientists and police researchers must work closely together to contribute in a significant fashion to the shaping of our communities.

In conclusion, I do not believe that the five major organizational changes I described earlier probably would received the necessary support without the research and problem oriented approach which we advocate. An important factor contributing to their present success is that a research and problem oriented approach to improvement is less likely to be seen as a direct challenge to the police establishment and the prevailing police value system.

Traditional programs to improve the police labelled as efforts to "change, upgrade or reform" the police require that police officers openly acknowledge their own deficiencies. Rank and file officers are much more likely to support an innovation that is cast in the form of a new response to an old problem which they would like to see handled more effectively than any other approach we now have at present.

Chief G.M. Carlisle
Fredericton City Police

Policing in Fredericton, like all other cities across Canada, is changing. When I look back over the last 20 or 30 years when I was growing up in Fredericton, the police department was not very well equipped. It had only a couple of vehicles, one being the paddy wagon or the "black maria." Policemen walked the beat and all of the kids and adults knew their names. In those days they were not armed and were trained on the job. Their claim to fame among the young teenagers was their legendary ability to fight (usually 8 or 10 at a time as the story went). They dealt with fewer criminal complaints (about 120% less than today per member). They did not have to be concerned with the intricacies of the Young Offenders Act; justice in many cases was dealt with on the spot. Computers, commercial crime, video surveillance, Charter of Rights, and 20 or 30 different forms were not part of their workday nor of their vocabulary.

As police administrators today, we must look at the increased calls for service, increased criminal caseload per member and the more complicated legislation we have to deal with. Combined with the apparent cry of the times (DO MORE WITH LESS), this leaves one with the question of how realistic is all this. Although city council does not want a reduction of service, all indications are that the staff is working at as close to maximum capacity as can be expected. When I was faced with this situation, I began to consider what alternatives were available.

Some possible solutions were: (1) to reduce the level of service to keep up with the demands; (2) to persuade city council to supply more resources to deal with the number of calls; or (3) to try a new approach that would have the greatest payback in person years. The first two were not appropriate so number three appeared to be the best.

The first task was to identify appropriate areas within the city. These had to be small enough to allow for the smallest number of personnel to have an impact on an area that was generating an inordinate number of calls for service per capita.

One of the areas in the city that quickly came to the fore was a low rental housing complex, administered by the province, known as "Doone Street." This area, which is on the north side of the Saint John River, is surrounded by singly family dwellings, mainly occupied by elderly citizens, and is adjacent to the St. Mary's Indian Reserve.

The Doone Street area is populated largely by single parent families on social assistance or with very low incomes. There was a high incidence of vandalism, petty thefts and other criminal activities committed by young offenders and young adults from this project. The situation was further compounded by a large number of Indian juveniles and other friends of this group who were using the area to stage many criminal activities. As may be expected, the elderly residents surrounding this development were intimidated and resentful at the loss of their privacy and peace and quiet.

The idea of a small decentralized station or Store Front seemed to have some appeal in dealing with the problem area. It was felt that with leadership, crime prevention and coordination of effort of others involved, we could make an impact in Doone Street. We did not look in depth at any other existing plan or program nor did we have any preconceived ideas of how to set up this station.

The original proposal for a Store Front was submitted to Canada Manpower in 1985 for funding. When it was turned down, a subsequent submission was included in the police budget in 1986. This was approved and, with the donation of an apartment by New Brunswick Housing, the project began to take shape.

A major problem was how this program would be staffed. The department budgeted for a "back fill" position as we planned to use a trained, experienced officer to head it up. As many of the single parents were female, it was decided that the coordinator should be a female officer who could work without close supervision and would provide leadership and initiative. Cst. Peggy Blackmore, an eight year veteran of the department, was selected.

A committee was established to advise the coordinator on directions they felt the program should take. The police department was represented on this committee but the final decision on program structure was left with the chief of police. I should point out his proved to be an effective method with little conflict or dissention.

The objectives of the Store Front have changed somewhat since its inception but remain fairly stable. The following are the present objectives: (a) to provide expanded police service based on mutual trust and cooperation; (b) to provide a drop-in center for members of the community; (c) to provide counselling and referral services; (d) to provide recreational programs to encourage friendship and community spirit; (e) to provide opportunities

to develop self-esteem, personal goals and leadership skills; (f) to provide an opportunity for community agencies to use the Store Front for information sessions; (g) to establish liaison with community agencies and individuals who are presently serving the community; and (h) to establish and maintain liaison with residents of the surrounding community.

The main change in focus in the program came with the realization that although the young offenders manifest the problem, it was the parents that must be targeted for change. As a result, the focus changed to the parents and the family, not young offenders per se.

One of the areas that had to be addressed was the attitude of city council, some of our managers, as well as that of a sizable percentage of the other members. Many of these saw the project as a social service role and not the "Crime Fighting Function". The attitude changed with the success enjoyed by the program and the reduction of complaints and criminal activity emanating from that area.

The Solicitor General's Department, through the Consultation Center in Moncton, commissioned a study of this project in 1986. In the report, Dr. Mullaly lists the following accomplishments:

> "The Store Front has provided crime prevention, community relations and enforcement/investigation service to the community. It provides an opportunity for more police-community contact on both an individual and group basis. Nor only is there more community exposure to police. The Store Front has provided a focus and impetus for outreach by police into the community. It has worked with community organizations in bringing services and programs to the Store Front and has become the focal point for distributing crime prevention material.
>
> The Store Front coordinator has been able to identify and respond to many community needs. Because of her role and her own personal initiative, she is able to respond to broader neighbourhood concerns than are the regular police officers whose primary focus is on enforcement.
>
> The Store Front has provided many non-traditional police services to the community. It has provided counselling and referral services, recreational programs, educational and life skills programs, and opportunities to identify and pursue personal life goals."

We have continued to monitor the Store Front and have reached some conclusions and observations regarding this type of project. First, staffing of the project is a key factor. Cst. Blackmore did an exceptional job. However, upon reflection, she worked many more

hours of voluntary overtime than was probably good for her. It was only when she was sent on a three week course in December 1987 that she realized that she was near burnout. As she stated, "it wasn't until I was away and not being asked to solve some problem or another, and my phone ringing all hours of the day and night, did I realize how close I was to burnout."

We had felt a maximum of two years would be all a member should be expected to serve in this job and had named a replacement for her effective January 1, 1988. It may be of interest that the new coordinator, also a volunteer, was recently transferred from commanding a platoon and before that, was the department's intelligence officer.

Second, from our experience, it is felt that the police must take a leadership role in coordinating social activities and agencies in an area such as this, thus effectively reducing calls for service. The leadership, firm guidelines and the authority figure appear to have the right ingredients to make it function. In addition to reaching our goals, it has been a positive experience in the community which increases the satisfaction and rewards of our staff.

Third, the residents are now more confident in themselves and are taking charge of their lives and the community. For example, five of the young mothers are now attending university. The Store Front is being staffed by volunteers and some of their community projects are self supporting.

Finally, all of our members have observed a positive attitude change in the majority of children in the project. It is our contention that while we are extremely happy with the short term results of the project, the real pay back will be in the long term with these young people and their parents that have developed a sense of self that had been lacking or buried because of their problems.

COMMUNITY POLICING:
FUTURE NEEDS AND DIRECTIONS OF RESEARCH

Superintendent Ken Miller
Waterloo Regional Police Force

From the police manager's perspective there is a requirement for further study in the area of decentralized management. As the "grip on the reins" is loosened, what policies must be in place to maintain effective control? The delegation of authority to increase the latitude for decision-making at the field officer level does not eliminate the ultimate responsibility of the chief of police and senior staff.

During his visit to our force last June, Chris Murphy posed some interesting questions about "how far does one allow a constable to go in developing a rapport with his or her community?" Our force has embraced the philosophy of a community-oriented style of policing and the restructuring of our delivery of services is based on that philosophy. Yet, as a manager, there are concerns that come to mind related to the level of interaction with the community that field members should strive for and/or be allowed to engage in.

Geographic stability, that is allowing the patrol officer to remain as much as possible within a specific patrol zone, is a goal of our force. The development of community contacts to assist in defining the problems that exist within an area is one of the main benefits of achieving that goal. However, there must be more research directed toward defining policies to determine the latitude of decision making at the grass-roots level as our efforts in a community-oriented style of policing develop.

For example, the "Neighbourhood Officer" can become involved in small "p" political issues and has the potential to be very influential in neighbourhood politics. Direct relationships with citizen groups are encouraged but what are the limitations? Given our region with its seven major municipalities, it is essential that a high degree of fairness be maintained in the delivery of services. Directing services to a very vocal segment of the region, with a police member at the forefront, would certainly pose some difficulties for the much larger "community", let alone the senior staff of the force.

A question for the participants in this symposium to discuss may be whether or not management need be totally decentralized in order for a community-oriented style of policing to be effective. Additional effort in examining management style as it affects our role in community policing is necessary. It might allay some difficulties that are foreseen between field officers that become very close to "their" community and the traditional role of the police commission in its representation of the community.

Chief Constable W.J. Snowdon
Victoria Police Department

The most important issue facing police management, politicians, researchers and the general community at the introduction of community policing initiatives into their communities revolves around the effectiveness of community-based programs. Can these initiatives be proven to affect the level, nature and perception of criminal activity in society, and if so, in what way and to what extent? The expansion and continued funding of such programs will be directly related to their demonstrated ability to achieve results that more traditionally based policing practices are incapable of duplicating.

One of the ways to determine if these programs are working is by gauging the level of acceptance they have achieved both within the police agency and the community in which they are operating. If the police force implementing the program is not solidly behind the concept, it is difficult to see how the program can be successful. As well, if the community is not supportive and knowledgeable of the program, it will die naturally from indifference and underutilization. Assessing both internal and external knowledge, use and acceptance of community policing initiatives is, therefore, critical.

Another way to determine the impact of community policing initiatives will be through special or directed research studies. Research studies can look at special issues related to the community and community-based initiatives. These studies will most likely be of a one-shot nature and will focus on a specific issue or target group of the community program. Sampling strategies to ensure representative results and experimental or quasi-experimental designs will be the challenge of this methodology. Researchers and police management will have to direct these studies to ensure that relevant and timely research issues are dealt with. In addition, funding for these special studies from provincial, federal, university and research foundations will have to be actively pursued.

A final and, perhaps, most important method to determine if a community policing program is working will be the creation and maintenance of relevant, operationally-oriented information systems. Without on-going measures of workload demand, criminal activity and program productivity, it will be impossible to assess the overall impact of these programs. As well, information coming from these systems will support the special research studies discussed above and provide invaluable reports to managers to help guide the implementation and operation of community policing initiatives.

Through a combination of the above approaches, it will be possible to determine the effectiveness of community-based policing

programs. While intuitive belief in the merit of these new initiatives is essential, a measured and objective evaluation of their impacts is imperative to the growth and development of community policing into the next century.

Dr. Frederick J. Desroches
Department of Sociology
St. Jerome's College
University of Waterloo

For both law enforcement and order maintenance functions, the police rely heavily on the cooperation of the community whom they serve. It is, therefore, important to maintain good public relations in order to maximize community response and ensure police efficiency and effectiveness.

Police forces contribute to their own public image by speaking in schools, sponsoring charity organizations, etc. Maintaining good public relations can also be achieved by providing information on the work that police do and the services rendered to the community. Distrust and suspiciousness is often based on misinformation or the lack of information, and can be rectified through public education programs. Research can assist police departments in this task.

Given the fact that numerous law enforcement issues in Canadian society are highly controversial, police actions and policies are automatically scrutinized. We need only look at labour disputes, rape investigations, traffic law enforcement, race relations conflicts, and the enforcement of morality legislation such as drug and sex laws to realize that police are centrally involved in most of the contentious issues of the day.

Police can use outside independent research to explain the complexity of the problems faced and the competing and conflicting expectations that come from different groups in the community. In addition to being useful for public relations purposes, research on Canadian policing will generate reports that can be used to evaluate effectiveness of policy and procedures; to assist in the education and training of officers; and to implement new programs. Police forces should thus be receptive to research on all matters related to policing in Canada.

Dr. C.H.S. Jayewardene
Department of Criminology
University of Ottawa

When I was asked to focus my comments and remarks on the future needs and directions of research, I decided to address a question which was verbalized this morning by Chris Braiden: "Will community policing produce fundamental changes in policing policy?" I propose to attempt answering this question with community policing defined as securing a community input into policing policy in the present context of policing. In the consideration of community policing, there are a number of factors to be considered.

First, though the concept of the community connotes a homogeneous unit, the community is in reality a conglomeration of groups with different values and interests and one in which there is no consensus as to what should be the priorities of the police in the law enforcement efforts.

Second, in this context, there is the possibility that the community input would depend on the differential power of the different groups. What becomes identified as the public may only be the views of the most active and the best organized interest groups. The community input would be of the powerful groups which do not perhaps need policing services and not of the unorganized and powerless groups which do need them.

Third, members of the community have full time jobs and consequently are people who are not able to devote the time and energy necessary to think out carefully the problems connected with policing. Their ideas might be "half-baked" ones which could cause more problems than are solved.

Fourth, it is not the community that would implement the policy: it is the police. The police would be faced with the difficulties and the consequences, both functional and dysfunctional, of implementing it. If for some reason, the police were to diverge from the policy determined through community input, it would cause more harm by their appearing to ignore community input than if they did not seek the community input in the first place.

Fifth, the police like to look upon themselves as professionals. Many claim that they are professionals, contrasting the professional with an amateur. The term professional, however, is used in another sense - a sense that contrasts it with the technician. Unfortunately a professional in the one sense does not necessarily become a professional in the other sense - a "not amateur" professional does not become a "not technician" professional. The importance of the difference in the two meanings of the term professional lies in the fact that the appellation professional places an obligation on those who use it to perform at a special

level of efficiency. Both the technician and the professional know how to do their job and they both do it well. They differ from each other in that the professional also knows why he does what he does and endeavours to find out new means of doing that job better. If the police are to be truly professional, they must become self directed and not take their orders from anyone else.

Sixth, the origin of the concept of policing can be traced to the house calls of the tribal chief - they were basically the "Joe boys" of the boss, doing his bidding either for the protection of his person, his family, his friends and his property or for the elimination of his enemies. With the passage of time, concerted efforts have been made to change this role, and, we have been told this morning that the link between the police and the politician has been broken. However, occasionally something happens to indicate that the chain of command has only been obfuscated and not really broken. Community input into policing policy will amount to a changing of the boss.

It would have become apparent that my answer to the question I first asked is a "No." However, I do not wish to stop here because I would be ending on a negative note. I wish to address a second question as to what should be done.

Community policing is considered an innovation in policing. It is usually associated with proactive policing in contradiction to reactive policing and with crime prevention in contradiction to law enforcement. However, an examination of present day police activity will reveal that whatever is being done, the main focus is on the offender: trying to prevent him from committing crime; changing his motivation, limiting his access to crime-committing opportunities, deterring him, reducing his potential gain, or increasing the risk. The community input into the policing policy is sought in this context so that the innovative component lies in the substitution of the group that is called the community for the group that decides what the police does and how they do it.

Police activity with the focus on the offender has failed to produce the desired effects in the past and, as witnessed by the increasing crime rates and the increasing public fear of crime, it does not appear to be able to produce the desired effect in the future. It is a means inappropriate to the task. The continued use of this orientation tends to give a new meaning to community policing. Whether we like it or not, the naked fact is that all of us here benefit from the existence of crime. Our work is associated with it, our jobs and our livelihood are even dependent on it. In this context, community input into policing policy appears to be an attempt to justify what we really want to see - the continued existence of crime.

In the heterogeneous communities of today, with their apathy and their lack of consensus, there is however one point on which

all are agreed. All desire the quiet enjoyment of their lives. The unfortunate part in this is that no one knows how to ensure the members of the public this quiet enjoyment of their lives. Crime, problems that arise from man's interaction with man, produce impediments to this quiet enjoyment of life. The criminal justice system seeks to remove them by the criminal justice approach - focussing on the offender. These are not the only impediments facing society. There are problems arising from man's interaction with his physical environment. Attempts have been made to remove these impediments also. The approach suggested here focuses on the victim in what could be called a natural disaster approach.

The natural disaster approach focuses on the victim and seeks to minimize the harm that results from the event rather than seek out the perpetrator of the event and punish him. The strategy of the natural disaster approach is: (1) prevent the occurrence of the harm-producing event; (2) minimize the harm resulting from the event if the event cannot be prevented; and (3) rehabilitate the victim and restore him to normality or to near normality as soon as possible. The adoption of a natural disaster approach will alter conditions for the police. The focus on the offender places the police in a no-win situation - the conditions for battle are determined by the enemy (the offender). The focus on the victim will place them in a win situation, permitting them to define the conditions of battle and deploy their forces in a manner in which they can make things happen to their advantage.

If policing is to have a significant effect on society, it appears that we must accept crime as inevitable, as one of those unfortunate givens in society, and alter the goal of policing from the prevention of crime to the prevention of the harm that stems from crime. In this light, the future needs and directions of research tend to centre on examining the feasibility of adopting the natural disaster approach and devising ways and means of minimizing the harm resulting from crime and of rehabilitating the victim. Then, we who benefit from the existence of crime would be engaging in the more fruitful and less hypocritical task of alleviating human suffering arising from criminal activity rather than adding to that suffering, as is done today, by ignoring the victim and punishing the offender.

ISSUES IN POLICE MANAGEMENT AND PERSONNEL: CURRENT RESEARCH

Chief Jon M. Jenkins
Durham Regional Police Force

In 1982 the Durham Regional Police Force set out to develop a career management system. It was agreed that this "system" should embrace three separate things, two of which, a promotional system and a revised performance evaluation system, are up and running and have served our purpose very well. The third, a subject of long standing interest and concern to me, is the issue of, for lack of a better term, career development.

This topic in my opinion is very relevant to current police management research and it is most gratifying that the Canadian Police College has seen fit to devote time and energy in this area. Dr. Jim McGinnis of the Research and Program Development Branch of the College has included the Durham Regional Police Force in his national study of this issue and hopefully he will comment on his progress.

In the most recent issue of the Gazette, an excellent article by Staff Sergeant Chris Offer, now on secondment to the College, is presented. I would like to quote the following from his article:

> "The symptoms of increased job stress and lack of motivation will increasingly be seen in career constables if police managers do not seek solutions to the problem."

I have stated many times that when you select a recruit as a member of your force you are not hiring him you are "adopting" him. In the province of Ontario that means for a minimum of 30 years before pension eligibility. Whether or not the individual receives personal satisfaction from his career is not only of concern to the organization but it is a fundamental responsibility of the organization to ensure that the atmosphere for growth is present. In the words of Lee Iacoca you must "build your team". In order to do so there must be a climate in which each and every member has opportunities open.

Historically this has partially been accomplished through promotion. The Durham Regional Police Force at present has 128 constables who have successfully qualified for promotion through the procedure now in place. I anticipate three promotions from constable to sergeant during the year 1988. In years to come I do not foresee any considerable increase in the percentage of the number of ranks which will become open for promotion.

Our force is typical of a great many in North America. We are comprised of young, well educated, dedicated men and women with healthy career aspirations. To me the obvious answer is to re-define what is meant by opportunities. If the perception of measuring success by promotion continues, then the prediction made by Chris Offer will become a reality.

Already signs of discontent are evident and are surfacing in various ways. At the bargaining table over the past three years our police association has vigorously argued with the board to create a rank of senior constable so that members who are not promoted will be recognized. I personally do not believe that this proposition is the answer. In my opinion, management must look within the existing organizational structure and re-shape and re-define responsibilities.

The research to date has not been very encouraging. It appears that any attempt to provide career development has met with most unsatisfactory results. I personally am not discouraged by this. Rather I am encouraged that police executives, researchers and educators are interested and are working to finding a solution.

In our force we are looking at a variety of ways to create a feeling of self worth in our members and improve effectiveness. Community - based policing, store front operations, systematic lateral transfers, specialization such as marine patrol, air patrol, canine units, emergency task force units, dive teams, crime analysis and training officers are being considered.

Not only will these different programs and other changes improve the level of police service to the community but, in my opinion, they will help to provide a healthy environment in which police officers with the rank of constable can experience career growth and satisfaction and a feeling of success within themselves. Opportunities for meaningful achievement must be made available to those individuals who are seeking more than a 9-5 job. This is true for all ranks within the force.

In closing, if I may again quote from Lee Iacocca: "The key to success is not information. It's people."

Chief Superintendent P.J. Campbell
Support Services Division
Ontario Provincial Police

In the early 1970's, the Ontario Provincial Police Force, in an effort to fairly and expeditiously staff remote northern detachments, developed a system of "duration postings". Police personnel assigned to these designated detachments serve a specific period of time, ranging from 2 to 5 years. In return, upon completion of the designated term, the member may request a transfer to a posting of his or her choice. Members chosen for duration posting are volunteers, new recruits, or are administrative selections. When neither of the first two pools produce a suitable candidate, management chooses a member to fill a vacancy.

This system, which is still in existence, was an improvement over no system, but produced problems of its own. Hindsight analysis tells us that those detachments designated for a set term of service were chosen on an ad hoc basis. No objective criteria were used to assess which postings should have a duration term or to determine the length of the duration. Some significant disparities resulted. As well, the decision makers of that day set different duration lengths for single and married members at the same detachment (single people served shorter terms).

These issues, along with poor housing at many northern locations, low isolation pay and, importantly, the fear of transfer by senior southern Ontario members, became a major problem in the early 1980's. Discontent was evident among Force members and the number of volunteers for duration postings dwindled. As a result, the senior management of the O.P.P. directed that Policy and Planning Branch undertake a review of the duration posting system.

The objective of the study was to review all aspects of the Force duration posting system with a view to making recommendations which would lead to staffing policies and practices not only acceptable to Force field members and management, but which would facilitate appropriate staffing of all detachments of the O.P.P.

Many traditional research methodologies were used in the study. First, a literature search was undertaken to: (a) develop a chronology of the evolution of duration posting in the O.P.P.; (b) discover and document policies of other agencies with environments similar to the O.P.P.; (c) identify agencies suitable for follow up interviews; and (d) establish Ontario government policy impacting on O.P.P. policies.

Second, over 3,000 questionnaires were provided to Force field members and management to: (a) determine their perceptions of problems relating to duration postings; (b) determine their views on problems identified by senior management; and (c) seek their solutions. Third, individual interviews were conducted with key management members and with specially identified field members who had served lengthy periods in duration postings. Fourth, group discussions, as follow up to the questionnaires, were held at field locations for members and spouses. And fifth, interviews were conducted with policy and decision makers of other deployed police forces and private industry with employees in isolated areas, to discover how others dealt with the problem.

However, the most important methodological aspect concerned the people who conducted the review. Most O.P.P. studies of this nature are conducted by staff of the Policy and Planning Branch. In this case a conscious decision was made to employ a diverse group of Force field members under the guidance of Policy and Planning Branch.

A sergeant from a northern (although not duration) detachment was chosen as the project leader. He was aided by a sergeant from our personnel management area (who, not coincidentally, was an executive in the Ontario Provincial Police Association) and by three constables from widely separate northern postings. All team members were carefully chosen. This approach was adopted to provide credibility to the study, to demonstrate management sensitivity to northern differences, to ensure that analysis was not tainted by a G.H.Q. or strictly southern bias and to overcome skepticism of field members towards "another G.H.Q. study".

The study was initiated with the most honest of intentions and carried out with vigor and enthusiasm. Early skepticism of the researchers and field members yielded to positive management support and the sincerity of the study team. Feedback from Force members was constructive and plentiful. Expectations of change were created.

In total, 22 recommendations resulted from the study, and changes did occur: the term of some duration postings was adjusted; the married/single term differential was eliminated; some additional duration postings have been named; a computerized system matching member and community profiles is evolving; detachment profiles were developed and disseminated to every Force location; most vacancies are now posted for bid; a Force transfer policy has been included in O.P.P. Police Orders; and a "northern" recruiter has been trained and posted to the north.

The quality, depth, magnitude and scope of the study and its recommendations was very high, perhaps even beyond expectations. Acceptance of the report and resultant expectations were also high. Changes undertaken were well received. But the inability of management to act on some contentious and expensive recommendations, which were beyond Force authority or outside current budget possibilities, produced some dissatisfaction. The credibility established in the research and reporting phases of the study may not only be lost in this instance, but for future studies using the same or similar approaches.

There are several important things we can learn from this project. First, research by those directly involved in, or affected by a problem, can create high credibility for the study and its results. Second, expectations raised in any study must be met or effectively managed to ensure future co-operation for, and continuing credibility of, those who initiate reviews. Third, management must clearly delineate the parameters of any review and recognize that study results may exceed both their expectations and ability to implement. Finally, counsel sought (in this case, the study) and not acted upon can result in dissatisfaction and affect future activity.

Dr. Gene Deszca
School of Business and Economics
Wilfrid Laurier University

The communication and management of corporate cultures represents a major area of interest for organizational theorists. Due to the complexity of the cultural construct, it remains notoriously difficult to pin down. However, there is a clear consensus emerging that this is an important explanatory construct when it comes to addressing organizational functioning.

My current research focuses upon how, and what, senior police managers attempt to communicate culturally to lower ranking sworn police personnel. The study was exploratory, involving three Canadian municipal police forces varying in size from 200 to 1,000 sworn officers.

A semi-structured interview methodology was employed, focusing upon the cultural relevant backgrounds, beliefs, attitudes and activities of a sample of 44 senior police managers (Chiefs, Deputy Chiefs, Superintendents and Inspectors). Particular attention was paid to cultural, preparation, social/economic support and communications based variables. Small samples of lower ranking personnel were also interviewed in order to assess the impact senior managerial communications were having.

For there to be successful change, it was observed that chronic and acute pressure (internal and external) was required before these defender-oriented organizations approached cultural change meaningfully. In all three sites, the new vision was enunciated and championed by a new Chief selected from outside the existing dominant senior management coalition of the force. Change agents were also selected from outside the dominant coalition, with initial efforts characterized by the development of strategic, holistic, long term approaches to communicating and enacting cultural change. Those involved tended to have higher risk-taking propensities and to have had careers characterized by a broad experience base, including secondments. Staff might feel threatened but they typically perceived these individuals as hard working, committed, credible and powerful.

While holistic, careful long term planning preceded the enactment of change, logistics required that plans be operationalized on an experimental and/or compartmentalized basis. Commitments to communication were significant and success appeared directly related to the long term intensity of communications activities. This came in the form of intensive training, memos, the actions of the Chief and the change agents (via public speeches and the visible practicing of behaviours and styles congruent with the proposed changes), the expenditure of resources on the changes, staffing and assignment decisions, and various forms of symbolic behaviour. Intensive effort was directed towards developing the

new vision (including myths, legends and heroes that supported that vision), and to monitoring the impact the changes were having on both the target group and the organization as a whole.

All the above was particularly important because during the introductory period (2 to 5 years), there will inevitably be aspects of the organization that become incongruent with the required changes (i.e., structure, job design, reward systems, promotion systems, goals and objectives). Unless a significant majority of organizational members perceive the key actors to be fair, capable and committed to the long haul, they will quickly become intolerant of these inevitable incongruences.

Resources and communications in its many forms appear to provide both the lubricant and the hydraulic pressure to assist the organization in driving itself from the old to the new and desired state. Major cultural change is complex and requires a significant commitment of time, energy and resources. Size, geographic separation and demographic realities act as contributing variables to that complexity. There is a natural tendency for the organization to regress to the norm, once initial pressures for change subside, in the face of day to day realities. Because the changes are more revolutionary than evolutionary, the presence of key individuals from outside the dominant senior management coalition seems to assist in creating change awareness, infusing the force with new ideas, and defusing the capacity of detractors to resist the changes. Accomplishing anything of substance over the long term requires key individuals who are capable of communicating their credibility, flexibility, commitment and competence. Such individuals must be able to cope effectively with the inevitably high levels of turbulence, analytic complexity, ambiguity and resistance, particularly at middle and senior management levels.

In sum, communication based interventions appeared to lie at the hub of the cultural change projects initiated by the three forces studied. Successes were achieved, but there were costs, both financial and psychic. Researchers and senior managers would be wise to approach cultural change fully cognizant of the complexity and inherent risks as well as the potential gains.

Inspector Ken Higgins
Vancouver Police Department

In 1980 the British Columbia Police Commission initiated a series of meetings between the Native community and the Vancouver Police Department. The intention was to explore the possibility of improving communications between all concerned by implementing an ongoing liaison process. In 1982 a committee was faced with the

objective of providing operational initiatives to improve the overall relationship between the Native people residing in the urban area and the members of the Vancouver Police Department. The official title of that committee is now the Vancouver Police and Native Indian Liaison Society, a duly constituted and registered non-profit organization. The executive positions of chairman, vice chairman and secretary treasurer are filled by vote by members of the Native community. Directors also reflect the Native community with police positions being restricted to two. These are filled by the officers in charge of the area of the city with a large Native population; the downtown east-side and the Musqueam Reserve in the south west.

With the exception of the two constables assigned full time to the program, the work of the Society is now undertaken by volunteers. This state of affairs has been in existence for the past year since funding for staffing the civilian positions was lost. This was a most unfortunate development because these funds had provided three positions all of which were placed in the Native Indian Liaison office at police headquarters. The three positions were filled by Native Indian females and the liaison office itself was situated in the Patrol Division work site. The three staff members became very much part of the 'scene' and everyone got on well together.

Having to resort to volunteers to maintain the program has posed some limitations. On the other hand, it has also provided for some very rewarding experiences. For example, during this past summer five Native Indian students, all intent on police careers, provided many hours of volunteer service. Their cheerful presence and the work they completed was much appreciated.

Each of the students participating was a graduate of one of several courses initiated and delivered by the Vancouver Native Police Liaison Society. These were evening courses, held twice weekly for sixteen weeks. They were designed to give the Native Indian student a good grasp of the justice system while, at the same time, improving other skill areas relative to selection criteria, such as written communication skills.

This course has been replaced by a year long course run by the Native Education Centre. The introductory course for Law Enforcement (16 weeks) is administered by the Justice Institute of British Columbia and has expanded to address the needs of other minorities who may be at a disadvantage when applying for a career in policing.

Despite the loss of paid staff, the Police Liaison Society continues to operate and now concentrates its endeavours in three areas: recruitment, referral and research. It is to the area of referrals and research that my comments will now be addressed.

In 1982, one of the goals adopted by the committee was to compile information to assist police and Native service agencies in developing training and support programs to alleviate the high incidence of involvement of Native Indians as both victims and suspects. This goal was maintained over the years and the department now has a large collection of archival data relating to the problems of Native Indians living in an urban setting. This data has been described as unique in all of Canada.

By mid-1987, in excess of 8,000 individuals were "carded", many of them having multiple entries. Year by year, all incidents involving a Native person were extracted from the operational police information system which included occurrence reports, investigation reports and check cards. Drug related incidents and alcohol related incidents were documented in addition to non-offence related occurrences such as casualty reports, family disputes, missing persons, suicides and attempts, sudden deaths and other categories. Criminal offences recorded included specific offences against the person, such as assault, bodily harm, attempted murder, robbery, and offences against property such as break and enter, theft and fraud.

The type of area where the incident occurred; house, apartment, hotel, store and so on was also coded together with the geographic location in the city. The age of victims and suspects were also recorded, using 10 year cohorts. Gender of suspects and victims, in incidents where alcohol or drugs was not the primary occurrence but was clearly a factor in one or more of the participant's involvement, was also identified. Follow-up work by the police and/or civilian staff attached to the unit was also recorded. In its first five years of operation the Native Liaison Unit developed a good working relationship with the significant agencies in the area, enhancing the referral process and the exchange of information.

In is the intention of the department to develop an automated data base program that will provide prompt and timely reports for operational needs, enhanced referral practices, and research capability. In 1987 the department purchased a personal computer for the program. The machine chosen also has mainframe capability which should prove to be increasingly useful as more in-house computerized information programs come on-stream, for example, Computer Assisted Dispatch. With this personal computer, the Native Liaison Data Base is now at a functional level.

There is an increasing amount of interest from several quarters in helping to develop a program that will have a capability far beyond what is currently in place. Such a system will not only meet police operational needs but will also allow for case tracking to disposition in the courts, and generate regular reports in a variety of formats of special interest to particular groups, both Native and non-Native.

There is no disagreement that, generally speaking, the Native Indian coming to live in an urban setting experiences many serious difficulties. This in turn can translate into costly problems for the agencies that eventually may become involved, often many times over. Once a problem develops, what is the typical pattern of events thereafter? When does an incident or occurrence change to crime? What services seem to have a positive effect? What appears to produce little effect? Which age groups are changing their profile of involvement?

Once means are established for the type and rate of contact, the system will identify automatically those individuals who are exceeding the prescribed mean by an agreed margin of deviation. This will enable particular at risk individuals to receive more appropriate scrutiny from police and/or referral to be made to another community resource as appropriate. Follow-up on referrals will continue to be made.

Satisfying legal issues relating to sensitive information, confidentiality and the right to privacy is met by physical security of the office location involved and transposing all items of information on any individual into a code to ensure anonymity.

An automated data base will identify newly emerging individuals at risk in addition to the "repeater" who is beyond the normal number of contacts for people in conflict with the law or in some other personal crisis. The old manual system could do this if a lengthy enough search took place. Now it can be done automatically.

As is well known, time is money. This applies to not only the police service but also to the many agencies whose work is closely connected to police work. From a police management point of view, repeat occurrences involving participants (suspects or victims) gives an indication that the overall system is not working. No single component of the system could be readily identified as the root cause of this. Rather the problem would be found to have been predictable and developing in the files of several of the related agencies, the police service for one, and others such as alcohol and drug counselling, crisis intervention services, youth diversion, housing and accommodation placement services.

The police service has a need for an operational capability to retrieve and collate information related to prevention of crime and service to victims. However, much of the information that the police obtain, even after sensitive details are deleted, is of interest to one or more of the interrelated agencies. The problem is how to prioritize the allocation of scarce resources. Is it the person in need for the first time or the person coming around again for the tenth time? And what of the rate of contact? Should resources be expended the first time in a year, the second time in a month, the third time in a week and so on? We now have

sufficient data to be able to develop a system that will automatically flag high risk areas, premises or individuals.

Statistics, it is often said are used in the same way that a drunk uses a lampost, for support rather than illumination. The mere collection of statistics achieves little if not put to good use. It is our intention to better utilize the data at hand through this comprehensive, automated data base program.

In the long term, a number of developments are possible. The street outreach capability might need considerable expansion to reach victims. Much is said of suspects but only of late has there been increased attention to victims. The number of Native youth diversion workers currently at work on the department's project may need to increase due to their involvement with the problems of missing juveniles. Health issues could well indicate the need for a dedicated facility to provide treatment or referral for Native people at risk in the area.

A speedy and very functional information exchange system enhances the overall process. As Native people account for more than thirty-five percent of police contacts in certain categories of incidents, from the police management perspective a reduction in this time allows more flexibility for deployment strategies used by units during unassigned time. As the police service continues to have a more integrated approach to work with service agencies in the community on operational matters of mutual concern, the speedy and safe exchange of information will be very much a part of the process. This is subject to legal considerations and disclosure of information policies.

As the police service moves towards a more and more integrated role with the community and other service agencies, the effectiveness of what is done becomes harder to measure. Long range programs do not lend themselves too easily to statistical analysis. It has been said that an effective police department is actually an intangible concept that exists only in the mind of the citizens whom it serves. The effectiveness of our efforts will ultimately be judged by the people this program is intended to serve.

FUTURE NEEDS AND DIRECTIONS OF RESEARCH

Dr. Gerald J. Carpenter
Research and Program Development Branch
Canadian Police College

Good morning ladies and gentlemen. When Dr. Loree asked me to talk about "Issues in Police Management and Personnel" I had the thought that, given the title of the symposium, I should change the title of my talk to "Research Issues in Police Management and Personnel." After mulling this over, I decided the change was not required.

My reason is that most, if not all, issues in police management and personnel are research issues. Let me elaborate on that for a moment. The context is unmistakably police management and research. The resource over which police managers must exercise the most care in their management practices is people: the human resource. My theme, Issues in Police Management and Personnel, is central to the accomplishment of whatever roles the strategic planners have set for the force.

Does it strike you as interesting that the word "issues" occurs so frequently in the topics of this symposium? In many contexts the baseball rule would apply: three issues and you are out! However, in a symposium on research it is perhaps more surprising that the word only appears three times. An issue is a matter of importance that is in question. You will probably agree that issues arise in many areas other than personnel. However, in the people business, issues flourish, multiply, and populate the earth.

While we are still on the subject of why organizational issues are research issues, let me characterize the nature of an issue in a little more depth. Again, the definition is "a matter of importance that is in question." An issue is composed of two parts: an important matter and an uncertain outcome. The question is, of course, "How is the uncertainty going to turn out?" Now I have a question for you! What is the easiest way to find out? Is the answer research? As a researcher, I think it would be nice if it were... but it's not. More on this in a moment.

The first aspect of the nature of an issue concerns the "matter of importance" part. The manager in question has to ask himself if the matter is of importance to him. If the answer is "no" then the issue gets demoted to a lower rank, such as "item of interest". The other part of the issue concerns the outcome. The answer to my question is that the easiest way to find out is simply to do nothing at all and the issue will resolve itself. Of course, the outcome may not be desirable for the force, the manager concerned, the individual being managed, or anyone else. If the outcome is one that the manager can live with, he can wipe his brow furtively, make self-laudatory remarks about his wisdom, and hope his luck will hold.

Examples of issues and items of interest abound in every field. In politics, for example, a matter of importance that is in question is the name of the next prime minister. For those people who are not in or "into" politics, it is a matter of interest. For those who feel that the quality of government touches the quality of their lives, it is an issue. For members of parliament and aspiring senators it is a burning issue.

In management and personnel, the prudent senior executive cannot afford to do nothing and trust to luck that outcomes will be favourable. It is possible to find out in advance how things are likely to turn out if nothing is done, and what kind of intervention is likely to be the most effective in ensuring that outcomes will contribute to departmental objectives. Issue oriented research is the policy science of organizations which are tired of flying by the seat of their pants.

The Purpose of Research

One definition of research is "the systematic addition of new information to the body of knowledge available in a particular area or on a specific topic." If you substitute "matter of importance" for the phrase "specific topic", I think you will see what research has to do with issues, and why I began by saying that management and personnel issues are research issues.

At this point I must hasten to explain that providing a definition for research does not satisfy the promise implied by my heading: "The Purpose of Research." If the purpose of the research is not clear in your mind, or if you fail to communicate that purpose to your researcher, you may end up buying research activities rather than a research product. It is like buying an airline ticket with an unknown destination, or saying that the purpose of driving a car is to start the motor, put it in gear and move the steering wheel. To clarify what the purpose of research might include, it is useful to review the research stages through which a mature science must pass to achieve enough depth to predict future states with sufficient accuracy that appropriate decisions can be made in the present.

The stages are description, explanation, prediction, and control. These can be summed up as follows: first, one observes what happens, then, one studies how it happens and, much farther down the road, one discovers why it happens. Finally, when it is well understood, it may be possible to manipulate the causal factors and thereby exercise control over the phenomenon in question. The purpose of management and personnel research is prediction. The technology has reached the level where decisions based on research will serve the organization better than naive decisions or just waiting to see how things turn out.

Research in Organizations: The Personnel Policy Science

This topic brings me to what I believe to be the most crucial role of management and personnel research. Leaders in the senior executive ranks realize that personnel decisions set the tone of the organization, configure the organizational environment, and establish precedents and procedures that have the potential to ensure consistency, equity and fairness in all dealings both with members and with the community. A decision made at a very high level in the organization will be cited and emulated by those at lower levels. By making a decision, a senior executive shows an example, sets a precedent, and, whether he intended it or not, has enunciated a policy.

It is impossible to exaggerate how important it is that such decisions be good decisions. By good, I mean that the decision have enough depth that it applies widely and doesn't have to be bent or changed as events unfold; that it provide enough detail to ensure that people affected by the decision are treated equitably; that it allow enough administrative latitude to permit fairness in handling special or unusual cases; and that procedures which issue from it are seen to be reasonable and intelligent, and have a scientific basis.

The organization speaks to its members through procedures derived from policy. If personnel procedures appear stupid, the members say the organization is stupid. If procedures appear unfair, the organization is unfair. If procedures say or require one thing, and events prove that what was implied was not true, members will call the organization dishonest and speak of losing confidence in it. Examples of this abound. Many members will tell you about biased promotion systems, performance evaluation systems that are inflated and do not give an honest reflection of performance, forms which are filled out in a perfunctory manner because no one reads them, recruiting systems that attract misfits, and training courses that are a waste of time.

All of the items mentioned above are matters of importance whose outcomes are in question because the systems are faulty. A fair promotion system must be able to predict who will best cope with the added responsibilities of higher rank. To be an integral part of the promotion system, performance evaluation must be able to distinguish that small part of present performance which is related not to future performance in the present job, but to performance at greater levels of responsibility. Recruiting and training are future oriented, too. An acceptable recruit must have the potential for a career, not just an entry level job. Training is not only skills oriented, but is also concerned with growth and development. Management and personnel policy is made in issue areas. Senior managers need an abundance of good research to enunciate sound policy.

Management and Personnel Issues

We already know that in the abstract an issue is a matter of importance that is in question. Issues in management and personnel are research issues because of the need for information on which to base decisions which will be good only if our assessment of future states are reasonably accurate. I have mentioned this point in several contexts already, and do not wish to belabour the fact. Rather, I simply want to list what I believe to be some of the most salient issues in organizational research. Personnel issues include recruiting, selection, classification, indoctrination training, job design, job training, advanced training, performance evaluation, promotion, executive development, succession planning, career progression, and retirement preparation.

Management issues include such areas as design of organizational structure, labour-management relations and negotiation, productivity measurement, specialization and specialists, integration of technology, centralization vs decentralization, acquisition and allocation of resources, budgeting, effects of political initiatives and legislation on management, and relations with outside agencies.

Leadership issues include such things as members' understanding and expectations of leadership, identification of leader potential, acknowledgement of leadership initiatives, leadership and motivation, leadership in community policing, leadership and police ethics, leadership effects on attitudes, job satisfaction and morale, and leader abdication and leader substitutes.

Mr. R.G. Riley
Chairman
New Brunswick Police Commission

My comments will relate to one issue of personnel management and that is training. Specifically, I will deal with the need for research to identify future needs, directions, and trends in policing and how we train our people to meet these needs. At the moment, this is an issue that is not being met or even addressed in many police forces. Most police training is designed and delivered to meet current needs. Over the past few years there have been many changes that had a significant impact on policing and that were known in advance but where very little, if any, training occurred in anticipation. Examples of this are the Bail Reform Act, Young Offenders Act, Charter of Rights and Freedoms and new criminal code driving laws. In each of these cases, there were many police members in all parts of Canada enforcing these changes in the law without the benefit of any training. In many instances

they had no opportunity for training because they did not even have a copy of the law prior to its proclamation. We can shortly expect major changes to the criminal code that will have an even greater impact on police enforcement procedures.

Another subject that raises similar problems and concerns is that of changes in society, or within a region or community, that will have an impact on policing. Examples of this are demographic changes, such as an increase in the percentage of older citizens, or a sudden increase in population due to changes in the economic, industrial or commercial base of a region. What effect will a fixed link between New Brunswick and P.E.I. have on policing in P.E.I.?

In addition to training enforcement personnel, it may be necessary to make organizational changes that require advanced planning and training before being implemented. The best recent example of this is the Young Offenders Act where changes had to be made in investigation and enforcement policy, organization of youth squads, court branch staffing and procedure, and even the structure of buildings.

I offer no suggestions towards a solution to these problems; I leave that to the research. It is clear that a solution will involve the federal and provincial governments as well as the police community. This will only be achieved by research to determine how to identify a problem, what the solutions are, and how to coordinate the information so it reaches those responsible for the delivery of training or making organizational changes at the proper time. One example of what has been done in this regard is the introduction of the computer courses at the Canadian Police College. While they may have been a bit late, they were clearly an answer to a problem that was growing each year.

Dr. Rick Hackett
Faculty of Business
McMaster University

Three research topics of importance in the area of Canadian police management and personnel include: (1) assessing the validity of personnel screening and selection instruments and determining their impact on members of designated minority groups (i.e., women, handicapped, visible minorities and natives); (2) understanding and facilitating the socialization process of minorities into Canadian police forces, including assessing the impact of greater minority representation on the non-minority members of the force; and (3) dealing with the current demographic trends in the Canadian labour force such as the anticipated

"bunching" of those in the 35-44 year age group and the decreasing availability of younger recruits.

Increasingly, social and political forces are pressing public and private organizations to provide equal employment opportunity for all Canadians. Accordingly, employers are being made more accountable for their selection procedures. Human Rights statutes in all jurisdictions across Canada prohibit discrimination on the basis of race, religion, colour, national origin, marital status and age. These statutes put the burden on the employer to prove that, in the case of adverse impact, hiring standards are job-related (eg., see Ann Colfer vs. Ottawa Police Commission, 1979). It makes sense both in terms of public responsibility and effective personnel practices to ensure that current selection and screening tools are valid assessments of job proficiency. A related research question is how to increase the pool of minority group applicants to police forces.

Recruiting and selecting minorities to police forces must be followed by a well conceived orientation/socialization program. Currently, we know very little about the socialization experience of minorities (including women) and the impact of special employment equity initiatives on non-minority members of the force (i.e., impact on morale, commitment and so on). For example, the high turnover rates of females experienced by some forces might be related to inadequate socialization of females to a typically male bastion. Longitudinal and programmatic research is sorely needed here.

There is a shrinking supply of young workers - Canada's population between the ages of 16 and 24 has peaked. In the meantime, the 25-54 age group, particularly the 35-44 segment, continues to grow. The implications are two-fold: first, bottlenecks will occur in the promotion paths of the 35-44 age group for the next several years and second, there will be a shrinking pool of young recruits to draw from. Research needs to address the impact of the career "bottleneck" on current members of the force (i.e., increased militancy, dissatisfaction, turnover etc.) and ways in which it can be best managed (i.e., job enrichment, job rotations and similar efforts). Moreover, research on how to make police careers attractive to new and young recruits must be addressed as recruitment efforts among employers is expected to become increasingly competitive.

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University of Ottawa

The major theme of my remarks centres on the role of personnel in helping to make police organizations more effective and adaptive to their environments. It is clear from the recent literature on police management (e.g., Macdonald and Martin, 1986; Tully, 1987) that police organizations are facing increasingly turbulent and uncertain environments. Factors that are frequently mentioned to support this assertion include the introduction of new technology into force operations, the process of civilianization, changes in the nature of crime (e.g., international drug-related crime; crimes which originate in political conflicts external to Canada), financial restraint in the public sector, and changing attitudes in the community towards societal institutions and mores (e.g., the church; marriage vs. career for women; sexual behaviour; drug use). As a consequence of these factors, it is incumbent upon police organizations to become more open and flexible in order to be able to adapt and demonstrate accountability. This is clearly a large topic, and therefore I will focus on how a personnel department may facilitate the transition from their traditional role, structure, and process to one that is more suited to their current environments.

In order to structure my remarks, the model of organizational analysis developed by Nadler and Tushman (1977; see Figure I) may be helpful. The model is clearly an "open system" model; one that portrays the organization as a transformation process - using inputs from its environment and returning outputs and receiving feedback from it. Secondly, it identifies four central components to the internal organizational process - tasks, individuals, the formal organization, and the informal organization. The key concept is that of "congruence", a term used to represent the idea that organizational effectiveness is a function of two major factors: 1) the "fit" (or degree of congruence) between the organization and its environment; and 2) the "fit" among the various internal components (e.g., task/individual; informal organization/formal organization).

Personnel departments can play many roles in organizations, ranging from a sterile, routine staff function that maintains personnel files and provides occasional advice to line managers to being actively involved in the development of organizational policy, strategic direction, and developing programs to meet these ends. Without appearing overly optimistic about the pace of evolution in the roles of police personnel departments, nor analyzing in detail obvious limiting factors such as the size of a given force, let me make some observations about how personnel departments can contribute to making their force more adaptive and effective with reference to the Nadler and Tushman model. The

prime areas of congruence and associated opportunities for personnel involvement are:

(1) individual/task fit: job analysis/design; performance appraisal; training; health/safety; employee assistance programs; (2) individual/formal organization fit: career development; promotion system; personnel selection; downsizing; (3) task/formal organization fit: classification system; compensation/benefits; (4) informal/formal organization fit: labour relations; communication programs; (5) individual/informal organization fit*: orientation programs; and (6) task/informal organization fit*: life/career management. (* = areas where more work is needed).

The analysis presented above suggests that the personnel department in a modern police force may already have the potential to contribute to the effectiveness of the organization. The extent to which this is realized will depend upon several factors: strategic choices made by the force concerning its direction and the role of the personnel department in this process (the organization/environment fit) and the extent to which the programs in place in fact promote and complement other organizational initiatives designed to improve the fits among the internal components.

Additional future directions for personnel research that evolve from this framework include: 1) the further development of models that relate the personnel function to factors that promote organizational effectiveness and adaptability (the personnel specialist vs. line manager issue); 2) the further development of models to assess the effectiveness of the personnel function in contributing to these ends; and 3) analysis of the degree of integration of personnel department activities to promote effectiveness and adaptability.

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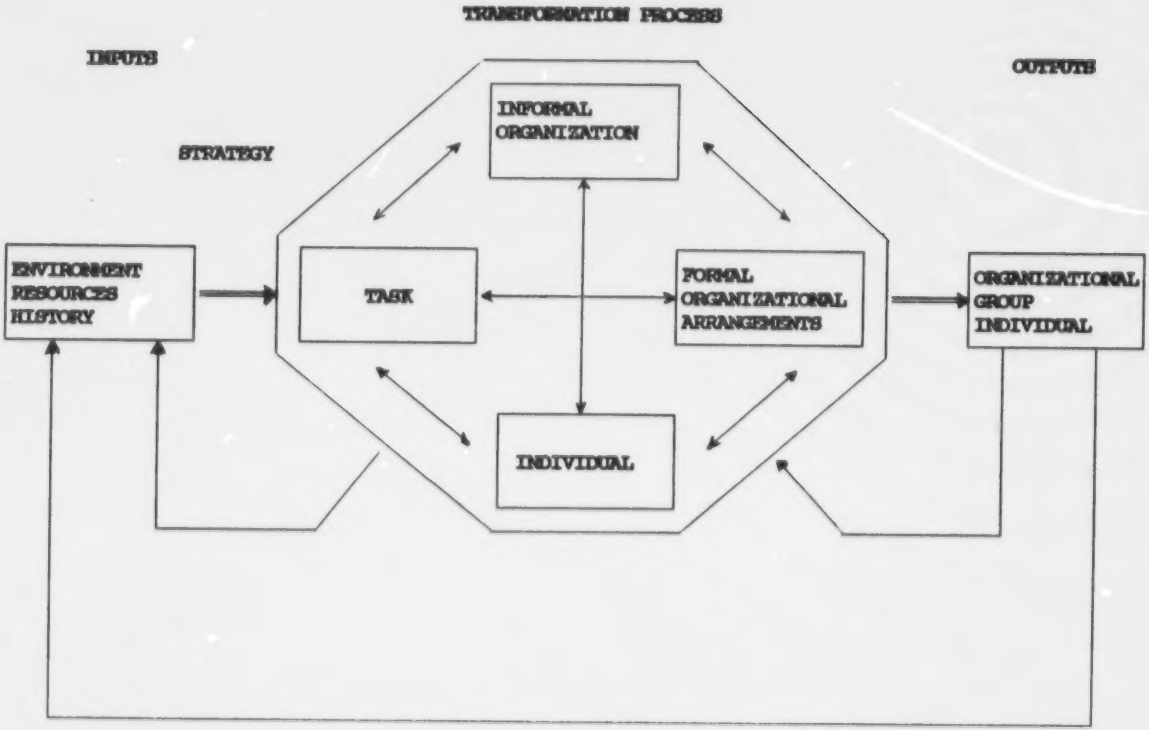
FIGURE I

A CONGRUENCE MODEL FOR ORGANIZATION ANALYSIS



Dr. James H. McGinnis
Research and Program Development Branch
Canadian Police College

Chief Jenkins has discussed the career constable issue and has virtually invited me to comment on it. Given this forum I can not resist doing so. While I will be conducting the usual multivariate analysis, at this point I have a preliminary set of data which I have only begun to look at. But the inter-ocular trauma test already shows an important trend that I would like to present to you.

In the research business a major problem is that of presenting messages that people don't like to hear. I have seen people "fighting the data" - saying well that may be the case in Shebodan, but it certainly doesn't apply in our Force. Leah Lambert was quite eloquent in her statement that a major issue for police researchers is that of getting police managers to accept information about problem areas as challenges rather than personal attacks. Let me add that in presenting data that may be interpreted as reflecting negatively on police management, our orientation is not to find all the problems, lay them at management's door, and then step back and say "This is terrible, fix it". I know these are complex phenomena that are not amenable to simple solutions.

That said, let me go to the thrust of my career constable study findings. My study consisted of two large western RCMP detachments, a medium sized western force and the Durham Regional Force. The respondents were 162 constables with more than ten to 12 years of service. Rightly or wrongly, the senior constable sees himself as the Rodney Dangerfield of policing. There seems to be a collective plaintive cry that says, "I don't get no respect". Perhaps they are very mistaken in their perceptions - but the reality of the perceptions is hard to refute.

In a sense these data speak for themselves. But they also bear some analysis since this session is on future needs and directions of research. We also have data that shows a considerable amount of psychological disengagement from work. To a certain extent this is to be expected with increasing length of service but, in extremes, this could become very troublesome.

The interesting question thus becomes, how do plateaued career constables cope? The preliminary answer seems to be that they cling to hopes of promotion. There just does not seem to be anything else that they find worthwhile. In a recent R & PD Branch Annual Work Planning Meeting we wondered why. Why such an obsession with promotion? Is police work not worthwhile and useful activity in and of itself? We think so, and from a community based policing perspective we say yes, the more so. But the street

constable himself seems a very troubled individual in his latter years, and this is, or should be, a major cause for concern.

TABLE 1

EXTENT OF AGREEMENT WITH SELECTED ITEMS
FROM CAREER CONSTABLE QUESTIONNAIRE

Item	Percent Agreement[1]		
	Disagree	Neither A/D	Agree
1. This force recognizes and respects long term constables as solid valuable citizens.	69%	19%	12%
2. Management has confidence in the ability and motivation of senior constables.	54%	29%	17%
3. Management makes senior constables feel that they are important contributors to the force.	73%	22%	4%
4. Management communicates well how the patrol function contributes and makes patrol personnel feel valuable.	84%	14%	2%
5. Everyone says that the uniformed patrol officer is the backbone of the force, but no one treats them accordingly.	12%	9%	79%
6. Although you may not be promoted, there is still a worthwhile and fulfilling job to be done as a uniformed constable.	6%	13%	81%

[1] The original questionnaire provided respondents with a five-point scale including "Strongly Agree" and "Strongly Disagree". For this presentation the two categories of Strongly Agree and Agree are collapsed to the single category of Agree. Strongly Disagree and Disagree are collapsed to the single category Disagree.

I also discussed in our recent work planning meeting a need to bring two lines of work together - Community Based Policing and the

Career Constable. Perhaps we can develop some models of success without promotion. I will close by saying that it will be essential to consider the work attitudes of an aging work force in the matter of new policing initiatives.

RESEARCH IN POLICING:
THE ORGANIZATION AND THE ENVIRONMENT

Dr. Allan McDougall
Department of Poltical Science
University of Western Ontario

Thank you, Jim Walker, Bob Walker, and Don Loree for a well organized and substantial symposium. There have been excellent presentations across the field of policing from practitioners and academics. Bob Lunney's keynote address, and John Post's picture of the reality of the police manager and the academic offered their own substance and life to the proceedings.

Speaking at this point on the agenda, I would like to use some of the presentations we have heard to illustrate the relationship between in-house police research, and police research rooted in the broader social and academic environments. In so doing, it is my hope that the legitimacy and complementarity of various types of research become apparent.

Don Loree, in designing this symposium, asked me to speak on the links or lack of linkage between internal police research and research on policing emanating largely from the academic community. Given the tremendous diversity in focus, ideological assumptions and objectives of externally based police research, and the pragmatic orientation of police managers, desperation ensued. Then, after some appropriate reflection, an old academic model seemed to offer the glimmer of a solution. Following the schema of Policy Sciences as envisioned by Yehezkel Dror in the early 1970's, I hope to use his categories of policy as the framework on which various types of police research can be conceptually linked. The significance of the assumptions and the positioning of the boxes will make it easier for us to pluck and then transpose those lessons which are useful from the array of insights and hypotheses offered by the rich but diverse research findings generated over the last twenty years.

The Academic Framework

The recent history of Policy Sciences can be traced back to the Second World War. The planning and organizing necessary for massive military operations was analyzed and then transformed into technique and standardized procedure. The modern study of organizational dynamics was born. With the cold war, strategic studies built on this earlier base. But, it also attempted to anticipate first the military and then the broad social, economic and political consequences of international initiatives and responses. Study was based on projections of resources; the physical and strategic impact of initiatives, and the evaluation of possible responses. Since nobody had experienced a thermonuclear war the studies were based on the best data available; such as controlled experiments, extrapolations from Hiroshima and Nagasaki, and modelling.

With the rise of the "counter culture" in the late 1960's, the tools of this rather sinister occupation were turned to happier ends. The social scientists in this new group attempted systematically to harness the tools of strategic studies but instead of using their talents to plan the winning of an hypothetical war, they attempted to design policy changes which would realize long term social ideals such as human equality or freedom. They thus accepted social values and placed them at the foundation of their policy analysis. From that defined future they charted a course for reform back to the present. The challenge was to link the future ideal with the present reality through a series of reforms which in turn were tested to ensure they yielded the anticipated results. Alvin Toffler's work Future Shock was an early book in this tradition.

Futures Studies, as a field of academic inquiry, expanded the range of normative policy prescriptions. It harnessed social and environmental data; created, assessed and evaluated forecasting techniques; and then attempted to define the path and speed for state action to move the social system from the present to the more ideal future. A variant of this school projected the problems inherent in continuing current patterns of expenditure or social activity by forecasting disasters such as over-population, massive starvation etc. These works often sounded apocalyptic or utopian to the career administrator and thus not very useful.

Then, another group of academics of a more practical hue attempted to salvage the planning potential of Futures Studies and link it to the ongoing planning of agencies of the state. As advocates of Policy Sciences, they argued that the traditional study of public policy and public management was inadequate. In an era of rapid social change, long term planning had to anticipate problems generated by reform so that today's solutions did not become tomorrow's problems. They felt that the time horizon of public policy and public management was too short and that these traditional disciplines were incapable of responding to long term but foreseeable problems or of intentionally designing procedural reforms to reflect changing environmental needs. They also argued that in an era when public policy was characterized by narrow technical legislation or regulation controlling specialized agencies, public policy had to constantly evaluate the impact of the broad thrust of government. Specialized or functional policy tended to be captured by experts and thus tended to favour entrenched interests and evolve incrementally. In such a system, it was hard to address deeper questions such as the adequacy of current agencies to meet changing social needs.

Policy Sciences was designed to meet both these challenges, by adding two new levels of policy: Mega-policy and Meta-policy. Mega-policy would provide the long term, strategic element which would complement the more incremental focus of the functional policy ofspecialist agencies. Dror defined Mega-policy as a

"master policy which defines long term objectives, postures, assumptions and the main guidelines to be followed by specific policies." This was the theoretical foundation for the creation of Priorities and Planning Committees at the federal and provincial levels of government in the late 1960's and early 1970's. Preoccupation with fiscal questions however, quickly transformed the potential of this type of policy into an overarching economic umbrella within which programs had to operate.

Meta-policy would complement Mega-policy, by intentionally defining the links between decision-makers and their environment through procedural policy. It included the process by which policy was defined; who could participate; what information was seen as relevant; who decided; how it was communicated and when.

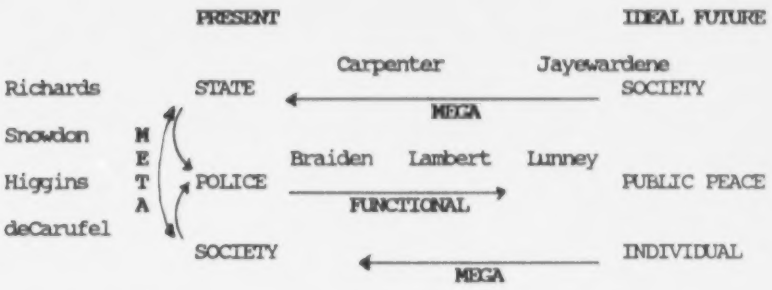
Mega and Meta policy thus addressed two weaknesses of public policy and public management. Mega policy harnessed the strengths of futures research with respect to goals and planning. Meta policy provided the capacity to address procedural challenges posed by change either to implement the goals of Mega policy or to respond to unforeseen changes in the external environment without losing strategic bearings. Both were added to the incremental or functional policy of existing agencies. Within policing this means that police-community operations remain in the policy domaine of the police manager as does police resource allocation. Longer term planning may fall to a planning group which tests changes in the community and adds those factors to police planning. Such policy planning groups offer a long term planning capacity to the police manager. Their emphasis on goals or police objectives, makes their job analogous to the Mega-policy level but within the traditional action oriented police universe.

Police policy remains defined in an operational and administrative sense by the police agency. Policy which extends beyond that specialized universe, however, falls by definition both inside and outside of the police system. The policy scientist argues that in an environment where technical knowledge and specialized agencies define and provide specific services to a community, levels of policy which focus on the long term, broad social, or value implications of policy and action are important. From this framework of functional, Mega- and Meta-policy I hope to place both internal and external police research in a common framework.

The Schema

Instead of being bound by types of policy, I would ask you to shift your thinking to the perspectives that persons advocating such policies are likely to hold. These people represent various types of police researchers. Some are employed by police agencies. Others work at universities, community colleges or private research institutions. These researchers focus on issues relevant to the different types of policy presented in the Policy Sciences schema.

In way of review, Mega-policy enshrines values and long term goals as well as the set of incremental steps to realize that future. It looks back to the present from the future. Meta-policy is preoccupied with adjusting the mix of participation and procedure to ensure the environment and agency remain together as change occurs. Functional policy addresses the concerns of the present and "the near future" whether they relate to crises within the police mandate or to the allocation of scarce public resources. Graphically, the boxes could be arranged as follows:



Illustrations

Using the presentations at this workshop, speakers and policy could be linked as follows. First, within functional police policy, Chris Braiden's efforts to improve the police service in Edmonton by experimenting with community oriented policing reflects the responsibility of the police manager. If an idea has potential, try it. If it has to be adjusted, change it until it works as well as possible. There is a close analogy to one form of academic thought. In an attempt to understand a system, one must first build a model which comprises its most significant elements and then test it to see if it provides an accurate reflection of the system studied. If it does not, one then must refine the assumptions on which the model rests and test the model again. Eventually, if you have the correct mix and balance of factors the model's conclusions should reflect the complex reality it is designed to portray.

Functional policy which is designed to meet the needs of the time, by harnessing the best information available and deploying limited resources as efficiently as possible, falls within the realm of the police manager. There is another side to functional police policy, however. Les Kennedy as a sociologist is concerned with the evaluation of innovations. If the impact of reform can be assessed, then the capacity to design change and intentionally plot the course of reform to preset objectives increases. As a professional concerned with the dynamics of society, evaluation of action or reform provides the data necessary to design the incre-

mental steps of Mega-policy. Without valid evaluation we do not know what impact reform actually has on a community. The Chris-Les debate thus characterizes the action oriented/analytic - tension of much in-house versus external research when they both are focusing on functional police policy.

Professor Jayewardene in his refusal to discuss community policing from the premises set out on the agenda, rejected assumed values and posed an alternative set of values for the police mandate in society. He implied that the conflict model should be replaced by a nurturing model. The police service should focus on the victim and concentrate on restoring the victims of crime to their previous place in society. These premises or implicit values differ from the traditional police assumption of catching criminals and thus preventing future crime. Professor Jayewardene is posing a challenge at the foundation of Mega-policy, since he is challenging the long term value underlying policing. His presentation thus would be located in the ideal end of the Mega-policy box.

Bruce Richards' use of school children to process community questionnaires; Bill Snowdon's use of senior citizens on advisory committees and police personnel on policy committees; Ken Higgin's dealings with the Native Police Society, all fall within the realm of Meta-policy. The use of school children not only provided human resources but also was a brilliant way of harnessing high school scholars' perceptions to the interpretation of data reflecting the needs of their community. Senior citizens on police advisory committees gave police decisions a sensitivity to the demands of that significant element of Victoria society. The Native Police Society odyssey traces the importance of balancing community and police resources so that the police can respond to the changing needs of the Native community in a diverse and at times alien society.

Jerry Carpenter's self-adjusting model provides an illustration of the evolution of police policy in a changing environment. No policy has a greater socializing impact on the police service than its personnel policy. When one defines reform in a procedural or Meta-policy sense, this policy area and its adaptation is crucial. Leah Lambert's review of planning in Metropolitan Toronto showed how in-house research can link broad social factors to strategic police policy. Conversely, ideologically oriented academics, even if very critical of traditional policing, can enhance the work of internal police researchers like Leah by defining values for society and then criticizing the present police service. They offer a spotlight which focuses on possible problems in the police system. The forward-looking police manager can recognize and evaluate social problems in police planning. If Les is given some leeway to evaluate reforms, his insights will provide the police manager, such as Chris, with the tools to meet ever changing social concerns as they appear in the literature.

It must be remembered that the critic and the police manager are working in the same society, one in the present, the other in the context of the longer term. These are not two solitudes, but there are many differences in priorities. The challenge of each researcher is to place the work of others in their context. Once that is defined, lessons can be transposed and adapted to assist other elements in the system. A greater challenge occurs when a researcher in one society attempts to generalize the results of research into another without recognizing the huge social and historical differences. It is interesting that this gulf has so often been ignored when comparing similar actors (such as a police chief's statements in the United States and Canada), but it has often been seen as insurmountable when ideological differences separate two writers in the same society!

Bob Lunney's address ventured to the edge of forward looking police policy. "Forty Years in Forty Minutes" provided the distance to move away from police management into the long-term horizons implicit in the application of ideals through Mega-policy. Questions from globalism, political interdependence in a nuclear age, and the impact of AIDS, lie firmly among the broad challenges facing humanity and Canada in the world. Moving from them to their impact on police policy offers a path for police managers and police researchers such as Tim Fredo or Leah, as they struggle to define emerging challenges for policing. Bob could easily have gone on to question the role of complementary public services such as fire, ambulance, public health, or welfare, to see that the current mandates of each are most appropriate given the social challenges on the horizon. He did not but such questions are legitimate as an aspect of Mega-policy. His speech thus illustrates how far strategic police thinking can go as it looks ahead into the future.

Conclusion

The presentations we have heard thus can be mutually supportive if we adapt the Policy Sciences framework to illustrate the relative positioning of various internal and external police researchers in Canada. Sometimes we are more attracted to the differing assumptions of writers than to the struggle they share in defining and addressing problems of preserving the peace in the best society possible. Order maintenance is more than janitorial. Openness to change is fundamental to our creativity. The police occupy a central if not crucial position at the convergence of our aspirations for social ideals and the constraints of our social reality. Police researchers thus are fortunate enough to have inherited a very rich stew. Some look toward the future from administrative reality. Others prophetically remind us of present injustices and inconsistencies to urge us toward ideals that we mouth in polite company. In both cases the problem of defining individual freedom and public good remains at the heart of the literature and the reality.

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It is argued that in the multi-cultural and multiracial society that is Canada, police forces need to reflect the ethno-cultural make-up of the communities they serve.

My 1987 study was an update of a 1985 survey of visible minority recruitment and selection policies in fourteen police agencies across Canada. This study had several aims: 1) to examine the impact of police staffing policies in the recruitment of visible minorities (i.e., non-whites); 2) to make recommendations with a view to increasing the representation of visible minorities (VMs) in Canadian police departments; and 3) to assist the Canadian Association of Chiefs of Police (CACP) in their effort to improve race relations within their member police departments and with the VM communities in Canada.

Although VMs represent approximately seven percent of the Canadian population and five percent of the labour force, their representation in ten of the fourteen police forces studied ranged from zero to 3.4 percent of all police officers (the other four agencies did not keep records of distribution by VM status). Several police forces had increased the number of VM police officers between 1985 and 1987. However, representation in the higher ranks remained low. In addition, almost all VM police officers were male.

Recently, societal pressure and human rights legislation have resulted in employers actively seeking job applicants from certain groups of people. Organizations no longer fill their human resource requirements from walk-in applicants and through word-of-mouth referral. Little change was found however, in the recruitment practices of the police forces studied between 1985 and 1987. The number who used high schools had dropped from 13 to 11, but all other sources of recruitment were used by the same number of agencies as in 1985. These sources included: walk-ins and personal contact (11), newspapers (10) and employee referrals (9).

The use of walk-ins and personal contact as a means of recruitment may lead to discrimination because there may be a tendency to perpetuate the existing non-minority make-up of the work force since current employees are likely to refer their friends and relatives. VMs may also not apply to police forces due to artificial barriers and the "chill factor." Additionally, they may have an inaccurate perception of the role of the police force.

Human rights statutes in all jurisdictions prohibit discrimination on the basis of race, religion, colour, national or ethnic origin, marital status and age. Tribunals and courts have also ruled that any requirement that has a disproportionate effect on

minority groups is illegal. Selection processes in the fourteen police forces studied consisted of basic minimum mandatory requirements and a multiple hurdles approach. The most common minimum standards referred to age, educational level, citizenship status, physical and medical fitness, a valid drivers licence, visual acuity and height and weight. Once these requirements had been met, the multiple hurdles approach was followed.

Preference for various ages, height and weight standards or award of differing numbers of points based on these criteria for selection can be discriminatory when they result in exclusion of disproportionate numbers of VMs. In both 1985 and 1987 the age requirements ranged from 18 to 35 in 13 of the 14 police forces. In 1987, three police forces had height and weight standards compared with eight in 1985. One police agency had replaced minimum standards with a physical aptitude test. Since there is no proof that age, height and weight are appropriate proxies for physical fitness, they should not be used for selection.

The most widely used of all selection techniques is the job interview. This provides useful information on several observable interpersonal dimensions of behaviour and can be used to expose applicants to accurate information about the job. Interviews have serious shortcomings, however. They have low reliability, and low validity. However, structured interviews have been shown to improve predictive validity somewhat. Evidence also exists regarding the relevance of such culturally determined factors as facial expression, body gestures and eye contact as well as voice tone and volume. Since these are culturally determined, this may have severe implications for VMs.

Job interviews were found to be extremely important for job applicants to some police forces. Eleven of fourteen agencies assigned forty to one hundred percent weight to this selection method. Most agencies conducted more than one interview and ten conducted structured interviews. No agency kept validity data to compare scores on the job interview to later performance.

Several conclusions can be drawn from this study. First, although some improvement has been made in the recruitment of VMs, there is still a long way to go. This can only be accomplished by the use of pro-active recruitment techniques and active dialogue between police and VM groups to remove barriers and the "chill factor." Second, policy makers at the federal, provincial and police commission levels should examine police legislation to amend the provisions of these laws to bring them into compliance with the human rights codes and the Canadian Charter of Rights and Freedoms, especially pertaining to dress code, and age, height and weight standards. Third, police forces should review their selection policies in order to make them job related and avoid disproportionate impact on VMs. Finally, police forces that do not

presently collect information on VMs in their forces should begin to do so forthwith.

Dr. Colin Goff
Department of Sociology
University of New Brunswick

Canadian communities and society will experience considerable changes in coming decades. Of particular concern are demographic factors such as the age and sex composition of the population and the distribution of a community by educational attainment, occupation and income, to name but a few. In addition, physical aspects of the environment such as structural density, for example a higher proportion of multiple dwelling unit structures, will change as well. These demographic and structural changes will no doubt have a significant impact upon the activities of the police in numerous ways - perceptions of the police by different social groups, calls for service, the amount of crime, crime patters, etc. Yet these changes are often, if not always, beyond the control of the police even though they have tremendous implications for the role of the police in the community. Police forces are sometimes aware of these changing aspects of their respective communities and have instituted changes in order to deal with them. However, even when the police are cognizant of population forces operating in their local communities, and alter their own operations to accommodate these changes, their planning is retrospective.

Given the current demands for police fiscal and political accountability, it is important for the police to look into the future and develop long-range plans. It is necessary for them to recognize that while such projections can never be totally accurate, they can offer guidance for police planning by providing some possible insights into the future and the possible factors which may shape it. Therefore, in the medium and long-term planning process, it is of the utmost importance that the police recognize and anticipate both the characteristics of their current communities and future changes that will affect them in terms of both their crime and non-crime functions.

In an attempt to describe and analyze the relevant demographic and environmental factors, we have divided the research project into two separate but interrelated areas of research. First, (and this is now completed) we will provide a description of selected demographic factors and the crime rates of the three participating police forces - Halton Regional Police Force, Kitchener-Waterloo Police Force, and the City of Fredericton Police Force. The second major phase of this research will analyze the relationship between selected variables as they are represented in the census

subdivisions of each police force and analyze it with the calls for service data provided to us. This analysis will provide the basis for suggesting planning models for future policing activities. This section will also include a discussion on the implications of these factors upon the non-crime functions of the police.

It is important to note that the geographical locations of the police forces under study have experienced differing degrees of population growth between 1981 and 1986. While the growth rate of any one area may be more static than the other two, it may be altering in important ways. For example, while the total population growth may be minimal, the age of the population may be increasing and this may, in turn, lead to important changes in police style and function. Other similar examples can be given, but the point is that communities can change rapidly no matter the rate of growth. Therefore, it is important to remember that demographic and environmental factors are never static in their entirety and that they will always have impact upon the crime and non-crime functions of the police.

In closing, I would like to quote from the task statement given to both myself and my colleague, Dr. Nancy Nason-Clark, by Dr. Don Loree. The following four points, we believe, summarize the true nature of this research project. (1) The future does not take care of itself. There is a great need for data and ideas to help in long term planning for the delivery of police services that are appropriate to the needs and demands of the community; (2) planning in the absence of, or without using, all possible useful information can be extremely ineffective; (3) financial demands of the police would seem to make such long-term planning mandatory; (4) Knowledge about the future, linked to a sound understanding of the past and present, is important for resource planning and allocation.

Chief Herb B. Stephen
Winnipeg Police Department

When I became chief in Winnipeg four years ago, it soon became apparent that changes were required in our style of policing. Our manpower had remained constant while calls for service continued to escalate. There were various reasons for the increase in calls - the size of the city and population expanding and, of course, the dramatic increase in certain crimes, particularly break-ins. This had the spin-off effect of many more burglar alarms to respond to, of which 95 percent were false.

The public made it very clear they wanted more visible contact with their police force and were not satisfied with our reactive

style but the calls for service prevented any immediate change. With the assistance of the federal government, arrangements were made for professor Rick Linden to conduct a feasibility study of community-based policing for our city.

I was most pleased with the product he produced and with this as a base, I appointed eight members of my department to develop a program of community-based policing which would be suitable for our city. The committee is well on its way to completing this program utilizing some proven aspects from other jurisdictions but with differences which, my committee chairman assures me, will make our program unique. Because of budget restraints we hope that our program will work within our existing complement. To accomplish this we have already been working towards streamlining some of our existing operations.

Effective April 1st, we will have a burglar alarm by-law which we anticipate will substantially reduce the 21,144 alarms responded to in 1987. During the last five months of 1987, because of the publicity given to the by-law we believe, there was a reduction of approximately 2,700 false alarms. In 1987 we went on line with an automated records system and computer aided dispatch system which has numerous capabilities presently being explored: for example, automated reporting from the scene of an incident; computer mapping; and automated payroll including overtime and acting time. Mobile data terminals are presently being installed and will be in all primary response units by June, 1988.

One of the greatest drains on manpower is the 40 percent of working hours that constables spend submitting reports in district stations. It is essential that we develop an electronic report system which will use word processors in the district stations and be banked in the main computer. A complement to this type of system uses lap top computers. Within the next two months we will be obtaining five lap top computers. It is anticipated that a critical evaluation of the software and hardware will be completed in approximately six months. The secondary objective will be to identify the benefits to our department.

Another drain on resources has been our manual system for handling parking tickets. This resulted in thousands of outstanding tickets with a possible revenue in excess of one million dollars. In August of 1987, we went on line with a computerized parking ticket system which was fully developed by the city of Winnipeg computer services department.

The system has the following advantages. First, it is secure from tampering. Second, it has a greater capability of locating outstanding offenders. By utilizing the M.D.T.'s the patrol officers can send a direct message to the traffic division and query all outstanding parking tickets. Third, it includes progressive due dates which raise the cost of the ticket to $60.00 after a one

month period. After this, a notice of default conviction is issued allowing another 30 days for payment. The system then advises when the owner of the vehicle is eligible for a warrant. Fourth, it has the capability of retrieving previous correspondence and a copy of the ticket for instant processing of warrants.

I am confident that one year from now I will be able to report to you on the evaluation of Winnipeg's program of community-based policing and on the previously mentioned systems.

Pierre Cyr, Dir.
Service de police de la communauté urbaine de Montréal

Though the police is now a more accessible arena for researchers, one could hardly say it has developed all its potential. Up until very recently, police resisted research. Some might even say they were hostile to it. This fear of research is easily understandable for one who witnessed its evolution from within a police department.

One knows that a college or university education is more conducive to research. Until the late nineteen fifties, few police officers had such an education. Furthermore, important decisions remained the sole responsibility of a handful of high ranking officers. Police information was highly confidential. Few people outside of the organization had access to police reports. Police departments resembled military units and police officers were discouraged from making public statements or commenting on internal matters. As one knows, constructive criticism is an implicit part of research. Such a model did not leave much space for this.

Police officers are an expensive resource. The need to manage this resource in the most cost-efficient way was almost absent. Police organizations worked under the assumption that a greater and more visible police presence was the best deterrent against crime. Furthermore, research might have shown that some police officers were used for matters totally unrelated to police work, which might have created embarrassment to both police administrators and politicians. Technological changes, the creation of metropolitan governments, inflation, a greater emphasis on human rights, requests for more public accountability, are amongst the factors that contributed significantly to the emancipation of police departments.

A new bred of police officers emerged. Police departments started to show more openness in hiring civilian professionals. Police research took a leap forward. Modern methods of adminis-

tration used by the private sector were gradually introduced in police departments. Specialized training was promoted. Participation in the decision making process was encouraged.

Some police projects would be the subject of class essays by police officers attending college or university. In turn, other professionals such as criminologists or sociologists became more interested in police work. In many cases, research conducted by police departments meant the examination of findings by government commissions or studies done with grants from the private sector and trying to apply the results in one's organization. It may also have meant helping a university gather data on a subject or assisting a student in the making of a thesis for a master's degree or a Ph.D., generally in regards to victimology or a particular type of crime.

Resistance to research remained prominent and was maintained by mutual preconceived ideas derived from a generalization of particular situations. "Police officers are ignoramuses", the criminologists would say. "The criminologists are socialists", the police would say. And each party did its own research separately.

Police research is still, to this day, scarce and tends to deal mostly with situations in the United States. Police administrators must still rely on their own judgement when making a decision, on contacts with other police administrators, or on inside research which has often been conducted with limited resources.

But the situation is improving. The new breed of police officers who joined the police ranks in the early sixties is now in a position of authority. Better communications have been established between universities, colleges and police organizations. Police participation at conventions, symposiums and seminars is encouraged; so is constructive criticism and cooperation with outside agencies to validate police methods.

The next generation of police managers will refuse to make decisions without prior solid research and a follow-up monitored by research conducted internally or by a recognized agency. Before achieving this, two important problems remain to be solved. First, police must have access to a greater reservoir of funding for research and develop a greater ability to have access to it. Second, police must publish more extensively the results of their internal research and make it known to the rest of the police community.

I see a bright future for police research. For example, I think that public bodies responsible for examining requests from police departments will resort more and more to academicians to validate their decisions. As such bodies are multiplying, police research should surge.

On a long term basis, I think research will elevate the standards of police work in the public's view, help police administrators to better manage their resources, and bring the police closer to the community, as it will have a better knowledge of police work and attract bright young people to a profession that to this day, remains fascinating yet frightening to many.

Mr. Tim Predo
Planning Supervisor
Halton Regional Police Force

There are some advantages to being one of the final speakers in an event of this nature. As one of the final speakers, you have the opportunity to tie together some of the previous comments that have been made by the other participants. Although it wasn't planned in this fashion, my comments may serve to tie together one of the central themes of this symposium, that being the relationship between police organizations and external research experts and expertise.

In my presentation, I would like to talk about the practical applications of using external research within the police organization, with specific emphasis on the benefits, the limitations and some ground rules for ensuring success.

There are few of us here who would dispute the fact that the police service can, in many tangible ways, benefit from the knowledge and research expertise that exist within the community. One of the things that we must carefully consider, however, is the question, "How can we ensure that using external research resources will be beneficial to the police organization itself and the community as a whole?"

When I speak about internal resources or external resources I am referring to the following: from an internal perspective, the police organization itself and those who conduct research within the police organization and, from an external perspective, I refer to a wider range which may include researchers from colleges or universities, paid professional consultants, community groups, and even experts in the government and private industry sectors.

There are numerous external resources that police organizations can work with, and benefit from. For example, within the Halton Regional Police Force, we rarely conduct research without this outside assistance. A Propane Vehicle Study, in which we enlisted the assistance of automotive engineers from the Ontario Ministry of Energy and the Force maternity policy, in which we

enlisted the assistance of three medical doctors, are examples of this application of outside expertise.

I would also like to discuss in general terms what some of the benefits and the limitations are in using external research resources. Many of these benefits or limitations became familiar to me through personal experience and often in a "trial and error" method. I can readily identify four distinct benefits of properly using external resources in police-related research. There are probably numerous other benefits but I consider these to be four of the primary ones. First, the benefit of outside expertise. Whether the outside expertise is in the form of a paid consultant or individuals giving their time freely, the police organization benefits from the knowledge or expertise that is generally not available from within the organization. Second, the benefit of external human and financial resources to assist police staff. For example, the Ontario Ministry of Energy had as much interest in the results of our Propane Vehicle Study as our Force did, and they were willing to contribute both human and financial resources to assist us in our research. Third, due to the expertise that is available from outside sources, these persons can often provide the police service with a different perspective on a particular research project. Fourth, external resources can provide a measure of independence in the assessment of research results.

In addition to the benefits of employing external research resources, there are certain limitations or precautions that we should be aware of. First, there must be a mutual understanding between the police organization and the external researchers as to the purpose of the research or study. That does not mean that both parties have to have the same objectives, but if there are differing objectives, they should be clearly understood ... the objectives of the study to a large degree will determine how the study or the research will be conducted. Second, interpretation of data is important. For example, what conclusions can we draw from the results of our research? It is not uncommon for two or more persons to look at survey results or study results and draw different conclusions. Third, external research must retain involvement from within the police organization during the study process. Even though the majority of work may be undertaken by an external consultant, there must be regular input and involvement by the police in the study process.

Although there are some limitations in utilizing external research expertise, there are certain measures that can be undertaken to ensure the best results from working with outside agencies. I refer to these as the "Ground Rules" for employing external research resources. (1) Will the study process benefit from the use of external resources; is it necessary? (2) If it is required, establish a clear understanding of the purpose of the research. Agree upon the objectives of the study, or at least be aware of the variety of objectives. (3) Develop a study method-

ology that is developed and agreed upon by both the police organization and the consultant or external researcher. (4) Determine who is responsible for certain parts of the research. For example, even if a paid professional consultant is hired, there will be certain expectations of the police organization as part of the study process. (5) Identify what you intend to do with the results of the study. Will it become a public document or will it remain for internal use only? Also, upon completion of the study, who is responsible for the final product? For example, consultant's reports become the property of the client.

These are five guidelines to refer to when considering the use of external expertise. There are undoubtedly many benefits to employing or acquiring the assistance of external research resources ... "the key is to use them in the most effective manner possible".

CLOSING REMARKS

Dr. R.W. Walker
Research and Program Development Branch
Canadian Police College

This Research Leaders in Policing Symposium has been a truly remarkable endeavour. In fact, one might say that it has been a unique event in Canada, unique being defined as "one and only; having no like or equal" (Webster's New World Dictionary). I would say that for several reasons - first, "research leaders in policing" is the focus, and that is not an all-that-common focus. Next, it is a symposium, which my trusty dictionary defines in at least three ways that seem to apply here - a) a conference organized for the discussion of some particular subject, b) any meeting or social gathering at which ideas are freely expressed, and c) in ancient Greece, an entertainment characterized by drinking, music and intellectual discussion. Maybe we aren't so unique!

Actually, the uniqueness is here. We are a group, roughly equal in numbers, of serving sworn police officers in Canada and of professional researchers and academics. All of us represent a blurring of that dichotomy in that we either work inside or work with police forces, but even more important, we all, quite frankly, are strong advocates of police research. We do it or we support it, and we use it. How else are we unique? Well, we are a fairly exclusive group. The police community is represented here by a significant proportion of the best-informed, executive level, police managers in Canada, officers who have the leverage, credibility, knowledge and experience to function as police leaders in Canada. The academic/research community is represented here by many of Canada's best police-aware intellectual investigators. Unfortunately, we need more such people in Canada, people with the right combination of intellectual and research discipline, sensitivity to police, police organizations and police issues, communication skills to successfully discuss, present or write about ideas for both a non-academic and an academic audience, and adequate common sense and humility to remain a credible source of information. There is one more way that we are somewhat unique. This was a symposium in which the exchanges, the discussions, the volume, the "synergy" if you like, were all high, positive, energetic. Real communication occurred, in my opinion, a success in itself for any symposium. So, we are a unique group, and we are concluding a unique event.

But, don't misunderstand me. I'm not standing here to encourage collectively inflated egos, although that would be a nice side-effect. I'm using the uniqueness angle to emphasize the point that there is still so much to do. As I see it, we and those colleagues who aren't here today but would have liked to have been here, represent a nucleus of folk who are well on their way to recognizing fully the importance of understanding and cooperation between police and academic communities, and to working toward the

reduction of suspicion, barriers and impediments between these two communities.

Permit me a brief and limited historical review, brief in coverage here and limited in time frame - 1975 to 1988. David Farmer wrote in The Police Chief (1975) and, specifically in The Police Journal (1976), the following:

> "Probably the most important event in the history of American policing is that 'police science' is now advancing more rapidly than at any time previously from its primitive pre-scientific stage toward the beginnings of a serious subject ... Compared with the massive need for the practical results of police research, the beginning has been slight. But compared with the rudimentary state-of-the-art of knowledge of police affairs, the beginning has been significant."

In 1981, in Police Studies, he published a paper illustrating the appreciable gains in police research. He wrote:

> "Social science research has continued during the past five years to make a significant, albeit uneven, contribution to police practice. The principal achievement of research has been to delineate important aspects of the shape and characteristics of a more effective police institution. An opportunity for improving the organization and management of police operations has been sketched clearly enough. By contrast, research on the institutional aspects of policing has not been as helpful (yet) in other areas such as top-level or overall police administration. A beginning has been made, however, in emphasizing research on the end-products or outputs of policing; this could prove increasingly productive in coming years. Some slight, but appreciable, advances have been made during recent years in the general methodology of police research."

He provided in that article a selective survey of recent significant developments in the state-of-the-art of police research in the U.S.. Nonetheless, he acknowledged the "large gap between the researcher and the practitioner", citing "researchers... unable to penetrate the surface of policing or to come to grips with the realities of police life" and "practitioners [who] hold unrealistic impressions of research, expecting little less than definitive, comprehensive and instant answers". Farmer appreciated in 1981 that substantive advances had occurred but warned that much more needed to be done.

George Kelling, in 1986, at a conference in Ottawa, sponsored by this College and by the Secretariat of the Ministry of the

Solicitor General, provided a more recent perspective. Basing his observations on 20 years as a researcher of policing, he said:

> "Something funny happened in about 1982. Suddenly police started to talk to me and say "we". I will reflect on the dramatic change in policing that took place in 1981 and 1982. It was so dramatic that even those of us that were working very closely with policing didn't realize it. As researchers, some of us view ourselves as holding up mirrors to the policing occupation and letting the policing occupation look at itself. What happened was that suddenly things didn't make much sense and we couldn't figure it out... Around 1982, suddenly some things fell together. When we went back out and looked at policing again there were things going on that were profoundly different than in the 1970s."

How were they different? I'm not going to tell you. I'm going to refer you to the published proceedings to let you find out for yourselves. But, it is important to note that, in 1986, the very informed George Kelling logged 1982 as a milestone year, a year when research and policing began to get much closer together.

Finally, Mary Ann Wycoff, in the June 1987 issue of the newsletter Police Manager, reviewed her many years of police research experience and observed some signs of changing currents in police management. She had been meeting examples that she called the "'yes person' managers" - not, she pointed out, the "yes man" who agrees with the boss, but the "yes person" manager who considers all potential sources of information - superiors, subordinates, peers, and others. To me, this translates as people inside and outside the force, and definitely includes researchers. She applied the evolution of the new manager from order-giver to facilitator, as discussed extensively in the best seller Reinventing the Corporation. She saw the principal characteristics among these new police managers as these: managers who are supportive, nurturing, trusting and who encourage enlightenment, thought and creativity among their officers, and who reward the new "yes persons" with recognition and choice assignments. Subordinates being informed, approaching problems, being committed to ideas, and acting on them, are being supported by these new managers. Knowledge is valued and, I am adding, therefore research is valued more and more.

That's my brief historical perspective - 1975 to the present. If these credible observers can be believed, and I believe them, policing and police leadership are changing; research and researchers are changing. We are understanding and cooperating more, we are achieving more, sharing more, studying more, publishing more. This symposium is one piece of evidence. The barriers, the suspicions, the impediments are lessened. I encourage you to share that accomplishment and spread that message.

Proselytize. Persuade others. Make converts. Write articles. Bring policing and research together. Continue to be research leaders in policing.

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